

4.0 CHAPTER 4 SECTION 4(f) EVALUATION

4.1 INTRODUCTION

This evaluation assesses the impacts of the New Pueblo Freeway project on properties protected under Section 4(f) of the U.S. Department of Transportation Act of 1966 (Section 4(f)). This evaluation was conducted because the project Build Alternatives described in Section 4.2 would result in a “use” of properties protected by Section 4(f) legislation. The content and organization of this evaluation is presented in **Exhibit 4-1** and detailed in Section 4.1.2.

Section 4(f) was created when the U.S. Department of Transportation (USDOT) was formed in 1966. It is codified at Title 49 United States Code (USC) Section 303 and Title 23 USC Section 138, which states “The Secretary [of Transportation] shall not approve any program or project which requires the use of any publicly owned land from a public park, recreation area, or wildlife and waterfowl refuge of national, state, or local significance as determined by the federal, state, or local officials having jurisdiction thereof, or any land from an historic site of national, State, or local significance as so determined by such officials unless 1) there is no feasible and prudent alternative to the use of such land, and 2) such program includes all possible planning to minimize harm to such park, recreational area, wildlife and waterfowl refuge, or historic site resulting from such use.”

A Section 4(f) evaluation is required when a project uses a Section 4(f) resource. A “use” is defined as one of the following:

- ❖ When land from a Section 4(f) property is permanently incorporated into the transportation facility.
- ❖ When there is a temporary occupancy of land that is adverse in terms of the statute’s preservationist purposes.
- ❖ When proximity impacts of the transportation project are so great that the protected activities, features, or attributes that qualify the property for 4(f) protection are substantially impaired.

EXHIBIT 4-1

Section 4(f) Evaluation – Content and Organization

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Land would be considered permanently incorporated into a transportation project, or used, when it has been purchased as right-of-way (ROW) or sufficient property interests have been otherwise acquired for the purpose of project implementation. For example, a “permanent easement” that is required for the purpose of project construction or that grants a future right-of-access onto Section 4(f) property, such as for the purpose of routine maintenance by the transportation agency, would be considered a permanent incorporation of land into a transportation facility.

Section 6009 of the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (Public Law 109-59, enacted August 10, 2005) added a new subsection to Section 4(f) that provides that once the USDOT determines that a transportation use of Section 4(f) property (after consideration of any impact avoidance, minimization, and mitigation or enhancement measures) results in a minimal or *de minimis* impact on that property, an analysis of avoidance alternatives is not required and the Section 4(f) evaluation process is complete (Title 23 USC Section 138). Properties where a *de minimis* finding is anticipated by the FHWA are identified later in this Chapter in **Section 4.4.1** and **Exhibit 4-28**.

A full evaluation of the historic impacts can be found in the *Determination of Effects to Historic Properties: I-25 New Pueblo Freeway Improvement Project* (2010 Effects Report) (CH2M HILL, 2010a). This report was appended with the *Addendum to the Determination of Effects to Historic Properties: I-25 New Pueblo Freeway Improvement Project, Pueblo, Colorado* (Addendum) (CH2M HILL, 2010b). Impacts to park and recreational resources are detailed in the *Parks Technical Memorandum, New Pueblo Freeway* (CH2M HILL, 2010c). These materials were used as part of the basis for this Section 4(f) evaluation and can be found in the technical appendices attached to this Final Environmental Impact Statement (FEIS).

Exhibit 4-2 shows the New Pueblo Freeway project limits, which extend from just north of United States Highway (US) 50/State Highway (SH) 47 (approximately milepost 101) to Pueblo Boulevard on the south side of Pueblo (approximately milepost 94), along Interstate 25 (I-25), for a distance of approximately 7 miles. A more detailed view of

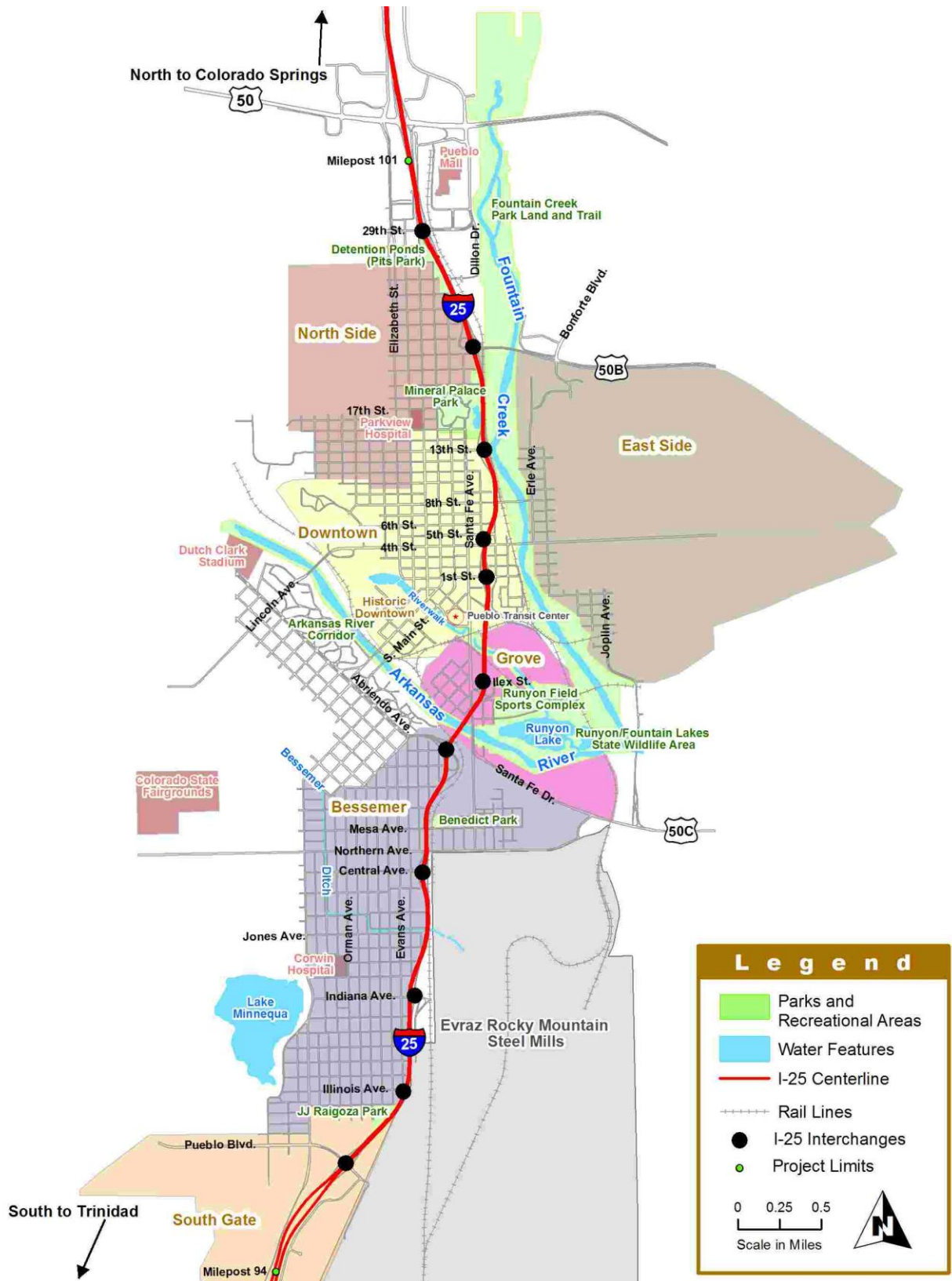
the corridor is presented in **Exhibits 4-5, 4-6, 4-7, 4-8, 4-9, and 4-10**.

Two Build Alternatives were evaluated in the Draft Environmental Impact Statement (DEIS): the Existing I-25 Alternative and the Modified I-25 Alternative. Both of the Build Alternatives require the use of Section 4(f) properties. The Existing I-25 Alternative would result in the use of 35 Section 4(f) properties, including 3 historic districts (84 contributing properties), 28 individual historic properties, and 4 park and recreational resources. The Modified I-25 Alternative would result in the use of 39 Section 4(f) properties, including 4 historic districts (78 contributing properties), 30 individual historic properties, and 5 park and recreational resources. The Modified I-25 Alternative was preliminarily identified as the Preferred Alternative in the DEIS.

Three additional park and recreational resources present within the project limits (the detention ponds between 29th Street and 24th Street, the Runyon Field Sports Complex, and JJ Raigoza Park) are not affected by any of the project alternatives and no Section 4(f) use would result for these properties. Therefore, they are not discussed further in this analysis but are described in **Section 3.3** of the FEIS, **Parks and Recreation**.

During the DEIS, a total of 127 archaeological sites were surveyed for the project area. Of these, 16 were assessed as not eligible for listing in the National Register of Historic Places (NRHP) and 5 were assessed as NRHP-eligible. The remaining 106 sites were determined to need additional data prior to a final eligibility assessment. The State Historic Preservation Officer (SHPO) concurred with these findings in letters dated December 5, 2008 and March 6, 2009 (see **Appendix B** of the FEIS). However, following the publication of the DEIS, the Colorado Department of Transportation (CDOT) determined that 93 of the “need data” sites would not be impacted by either Build Alternative. Because no impacts were anticipated, these sites were dropped from further consideration. The 13 remaining “need data” sites had the potential to be impacted by either Build Alternative. Testing conducted at 11 of these sites indicated that none of the 11 properties were eligible for nomination to the NRHP. No testing was completed at

EXHIBIT 4-2 Project Limits



the remaining two sites because access was denied by the land owner. The SHPO concurred with the eligibility determination for these properties in correspondence dated January 11, 2012 (see **Appendix B** of the FEIS).

The final two “need data” sites will be evaluated for eligibility and effects prior to construction when CDOT acquires the properties as part of a funded project. See *An Intensive Archaeological Resources Survey and Test Excavations for the I-25 New Pueblo Freeway Improvement Project, Pueblo County, Colorado* (CH2M HILL, 2008a) and *Evaluative Test Excavation of Eleven Historic Sites for the Colorado Department of Transportation I-25 New Pueblo Freeway Improvement Project, Pueblo County, CO* (Centennial Archaeology, 2011) for more information about the archaeological investigations.

The Modified I-25 Alternative (Preferred Alternative) (described in Section 4.2.2), would result in the use of two of the NRHP-eligible archaeological sites. However, impacts to these two sites are not considered Section 4(f) uses because the sites are not significant for preservation in place and are important only for data recovery.

The findings presented in this report are that there is no feasible and prudent alternative that avoids use of Section 4(f) properties. Further, the Modified I-25 Alternative (Preferred Alternative) is identified as the alternative with the least overall harm to Section 4(f) properties per 23 Code of Federal Regulations (CFR) 774.3(c)(1) based primarily on the ability to mitigate adverse impacts, the relative severity of the remaining harm to the property after mitigation, the views of the officials with jurisdiction, and the degree to which the alternative meets the purpose and need for the project. The least overall harm analysis is detailed in Section 4.6.

4.1.1 Purpose and Need

The purpose of the New Pueblo Freeway project is to 1) improve safety by addressing deteriorating roadways and bridges and non-standard roadway characteristics on I-25; and 2) improve local and regional mobility within and through the City of Pueblo (City) to meet existing and future travel demands. Few improvements have been made to I-25 through Pueblo since it was constructed in the 1950s, and it is reaching or, in some cases, has exceeded its service life. This section of I-25 has high accident rates that exceed state averages, segments with narrow lanes, areas where

shoulders are too narrow to safely accommodate a broken-down vehicle, on and off ramps with inadequate lengths to maneuver vehicles, and inadequate spacing of interchanges to safely merge into highway traffic.

In the I-25 through Pueblo corridor, there are interchanges that do not connect to appropriate City streets (rarely do interstates directly connect with a neighborhood street or with a minor roadway that does not extend a reasonable distance from the interstate); a lack of alternative routes for north-south and east-west connectivity; areas of reduced speed, insufficient capacity for projected traffic forecasts, and poor levels of service (LOS); aging bridges with inadequate bridge sufficiency ratings; and conflicts with local and regional travel.

4.1.2 Content and Organization

This Section 4(f) evaluation is organized as follows:

- ❖ **Build Alternatives (Section 4.2):** This section describes the two Build Alternatives evaluated in the DEIS and the FEIS: the Existing I-25 Alternative and the Modified I-25 Alternative (Preferred Alternative). Both alternatives require the use Section 4(f) property. As described in detail in **Chapter 5 – Phased Project Implementation**, funding limitations necessitate that the project be constructed in two phases. Phase 1 corresponds with the North Area, where the two Build Alternatives and Section 4(f) uses are the same.
- ❖ **Section 4(f) Properties (Sections 4.3 and 4.4):** These sections describe each Section 4(f) property within the project limits. The property is first described, then the Section 4(f) use is evaluated, and finally all possible planning to minimize harm is discussed. Section 4(f) Park and Recreation Properties are discussed separately from Section 4(f) Historic Properties. Mineral Palace Park (both a park and an historic property) is addressed in Section 4.3.5. Section 4(f) Historic Properties are further grouped by project segment [North (Phase 1), South (Phase 2), and Central (Phase 2) Areas].
- ❖ **Avoidance Alternatives (Section 4.5):** This section describes the alternatives that could avoid the use of Section 4(f) property. An evaluation of whether each alternative is feasible and prudent is included. Section 4(f) properties are presented before avoidance alternatives so that it is clear which properties would be avoided.

- ❖ **Least Overall Harm Analysis (Section 4.6):** This section compares the Build Alternatives to determine which one results in the least overall harm to Section 4(f) property. Results are summarized in **Exhibit 4-52**.
- ❖ **Consultation and Coordination (Section 4.7):** This section summarizes the consultation and coordination the FHWA has conducted with agencies that have jurisdiction over the affected Section 4(f) properties.

4.2 BUILD ALTERNATIVES

Two Build Alternatives are evaluated in the DEIS and FEIS: the Existing I-25 Alternative and the Modified I-25 Alternative (Preferred Alternative). Each would upgrade I-25 to meet current American Association of State Highway and Transportation Officials (AASHTO) design guidelines. These alternatives are described in this section. Avoidance alternatives (including the No Action Alternative) are discussed in Section 4.5.

4.2.1 Existing I-25 Alternative

The Existing I-25 Alternative was developed by the CDOT Project Team and the stakeholders during the alternative interchange analyses. The roadway, interchange, network, bicycle, and pedestrian features of this alternative are illustrated and described in **Exhibit 4-3**. Detailed maps of the Existing I-25 Alternative are presented in **Exhibits 4-5, 4-6, 4-7, and 4-9**.

To meet projected capacity needs, the Existing I-25 Alternative would widen I-25 from four to six lanes (three in each direction) from just north of 29th Street to Indiana Avenue and maintain four lanes from Indiana Avenue to Pueblo Boulevard on its current alignment. The DEIS presented the Existing I-25 Alternative with six lanes throughout the entire corridor; the Existing I-25 Alternative was revised to include a four-lane section south of Indiana Avenue to minimize project impacts in this area as a result of comments received from the public on the DEIS. As described in **Exhibit 4-3**, the Existing I-25 Alternative reconstructs the interchanges at US 50B, Indiana Avenue, and Pueblo Boulevard; provides access to 29th Street via a frontage road; and creates split-diamond interchanges between 13th Street and 1st Street and Abriendo Avenue and Northern Avenue.

The Existing I-25 Alternative would improve connectivity off of I-25 by extending Dillon Drive south from 26th Street to US 50B. It would also extend Abriendo Avenue across I-25

to Santa Fe Drive. This connection would provide improved access between the neighborhoods east and west of I-25.

The Existing I-25 Alternative would generally match the current I-25 elevation, except in a few areas where a change in the highway grade is necessary to address safety problems. For example, through downtown, I-25 would be 25 to 40 feet higher than it is currently. This would eliminate the steep vertical curves in this area. There would also be a 20- to 30-foot rise in elevation at the Indiana Avenue interchange in order to develop a full interchange at Indiana Avenue and provide enough clearance for east-west traffic moving underneath I-25.

Mitigation elements such as noise walls or berms also have been included in the design of the Existing I-25 Alternative (as described in more detail in **Section 3.5** of the FEIS, **Noise**. North of the Arkansas River and west of I-25, noise mitigation structures are proposed along 31st Street, from 24th to 29th Street and from 20th to 21st Street. North of the Arkansas River and east of I-25, noise mitigations structures are proposed from Beech Street to 1st Street. South of Nevada Avenue and west of I-25, noise mitigation structures are proposed for residences along Abriendo Avenue, Evans Avenue, near the neighborhoods between Maryland Avenue and Reno Avenue, and between Indiana Avenue and Illinois Avenue. Noise mitigation for Mineral Palace Park and Benedict Park is also proposed; however, details of the type of noise mitigation will be determined during final project design.

4.2.2 Modified I-25 Alternative (Preferred Alternative)

The Modified I-25 Alternative (Preferred Alternative), shown in **Exhibit 4-4**, was developed from the Existing I-25 Alternative by the CDOT Project Team and the stakeholders and shares the design characteristics of the Existing I-25 Alternative, with the exceptions described below. The roadway, interchange, network, bicycle, and pedestrian features of this alternative are illustrated and described in **Exhibit 4-4**. Detailed maps of the Modified I-25 Alternative (Preferred Alternative) are presented in **Exhibits 4-5, 4-6, 4-8, and 4-10**.

EXHIBIT 4-3**Existing I-25 Alternative****I-25 Roadway Features**

Six lanes (three in each direction) just north of 29th Street to Indiana Avenue

Standard shoulders and acceleration/ deceleration lanes

- 1 Straighten I-25 through downtown
- 2 Relocate Union Pacific Railroad

Interchange Features

- 3 Diamond interchange at US 50B with one-way frontage roads to 29th Street
- 4 Split-diamond interchange between 13th Street and 1st Street with one-way frontage roads between ramps; additional southbound and northbound exit ramps near 6th Street
- 5 Split-diamond interchange between Abriendo Avenue and Northern Avenue with one-way frontage roads connecting the ramps
- 6 Single-point diamond interchange at Indiana Avenue
- 7 Partial cloverleaf interchange at Pueblo Boulevard

Network Features

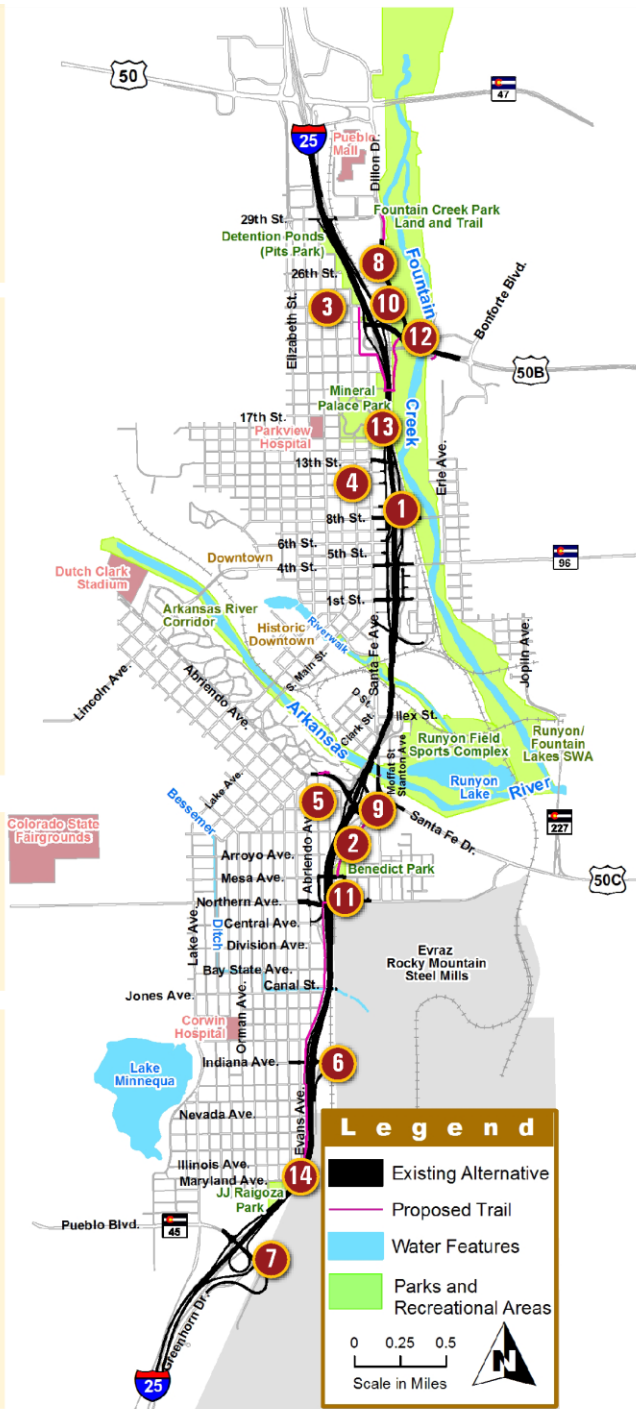
- 8 Extend Dillon Drive south from 26th Street to US 50B
- 9 Connect Abriendo Avenue and Santa Fe Drive (US 50C)

Bicycle and Pedestrian Features

- 10 Build sidewalks along Dillon Drive extension and US 50B bridge
- 11 Expand sidewalks on the Mesa Avenue overpass to connect Benedict Park to the west side of I-25
- 12 Build trail from just north of US 50B bridge to Mineral Palace Park
- 13 Construct a bike/pedestrian bridge between Mineral Palace Park and the Fountain Creek Trail
- 14 Build trail between Runyon Field and J.J. Raigoza Park

Other Features

Accommodates Circulator Bus System
Transportation Systems Management (TSM)
Travel Demand Management (TDM) (By Others)
Intelligent Transportation Systems (ITS)



*Detailed maps of the Existing I-25 Alternative are available in Appendix E.

EXHIBIT 4-4**Modified I-25 Alternative (Preferred Alternative)****I-25 Roadway Features**

Six lanes (three in each direction) just north of 29th Street to Indiana Avenue

Standard shoulders and acceleration/deceleration lanes

- 1 Straighten I-25 through downtown
- 2 Relocate I-25 to the east between Abriendo Avenue to Indiana Avenue to eliminate relocation of the Union Pacific Railroad

Interchange Features

- 3 Diamond interchange at US 50B with one-way frontage roads to 29th Street
- 4 Split-diamond interchange between 13th Street and 1st Street with one-way frontage roads between ramps; additional southbound and northbound exit ramps near 6th Street
- 5 Split-diamond interchange between Abriendo and Northern Avenues with one-way frontage roads connecting the ramps
- 6 Single-point diamond interchange at Indiana Avenue
- 7 Partial cloverleaf interchange at Pueblo Boulevard

Network Features

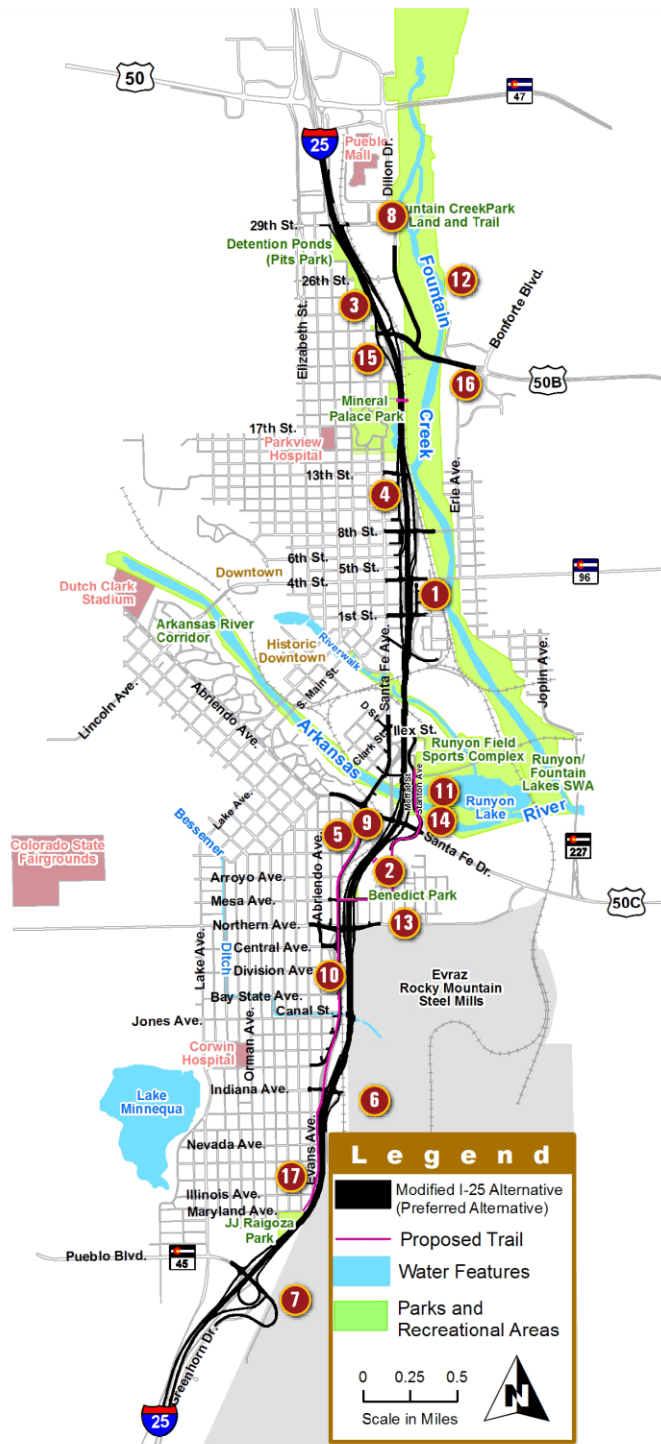
- 8 Extend Dillon Drive south from 26th Street to US 50B
- 9 Connect Abriendo Avenue and Santa Fe Drive (US 50C)
- 10 Extend Santa Fe Avenue from Ilex Street to Minnequa Avenue
- 11 Rebuild Stanton Avenue south over the Arkansas River, intersect with Santa Fe Drive and connect to Santa Fe Avenue

Bicycle and Pedestrian Features

- 12 Build sidewalks along Dillon Drive extension and US 50B bridge
- 13 Expand sidewalks on the Mesa Avenue overpass to connect Benedict Park to the west side of I-25
- 14 Build sidewalks along Stanton Avenue to connect to the HARP trail and Benedict Park
- 15 Build trail from just north of US 50B bridge to Mineral Palace Park
- 16 Construct a bike/pedestrian bridge between Mineral Palace Park and the Fountain Creek trail
- 17 Build trail between Runyon Field and J.J. Raigoza park

Other Features

Accommodates Circulator Bus System
 Transportation Systems Management (TSM)
 Travel Demand Management (TDM) (By Others)
 Intelligent Transportation Systems (ITS)



* Detailed maps of the Modified I-25 Alternative are available in Appendix E.

EXHIBIT 4-5

Detailed Map of Both Build Alternatives – Milepost 101 to 15th Street

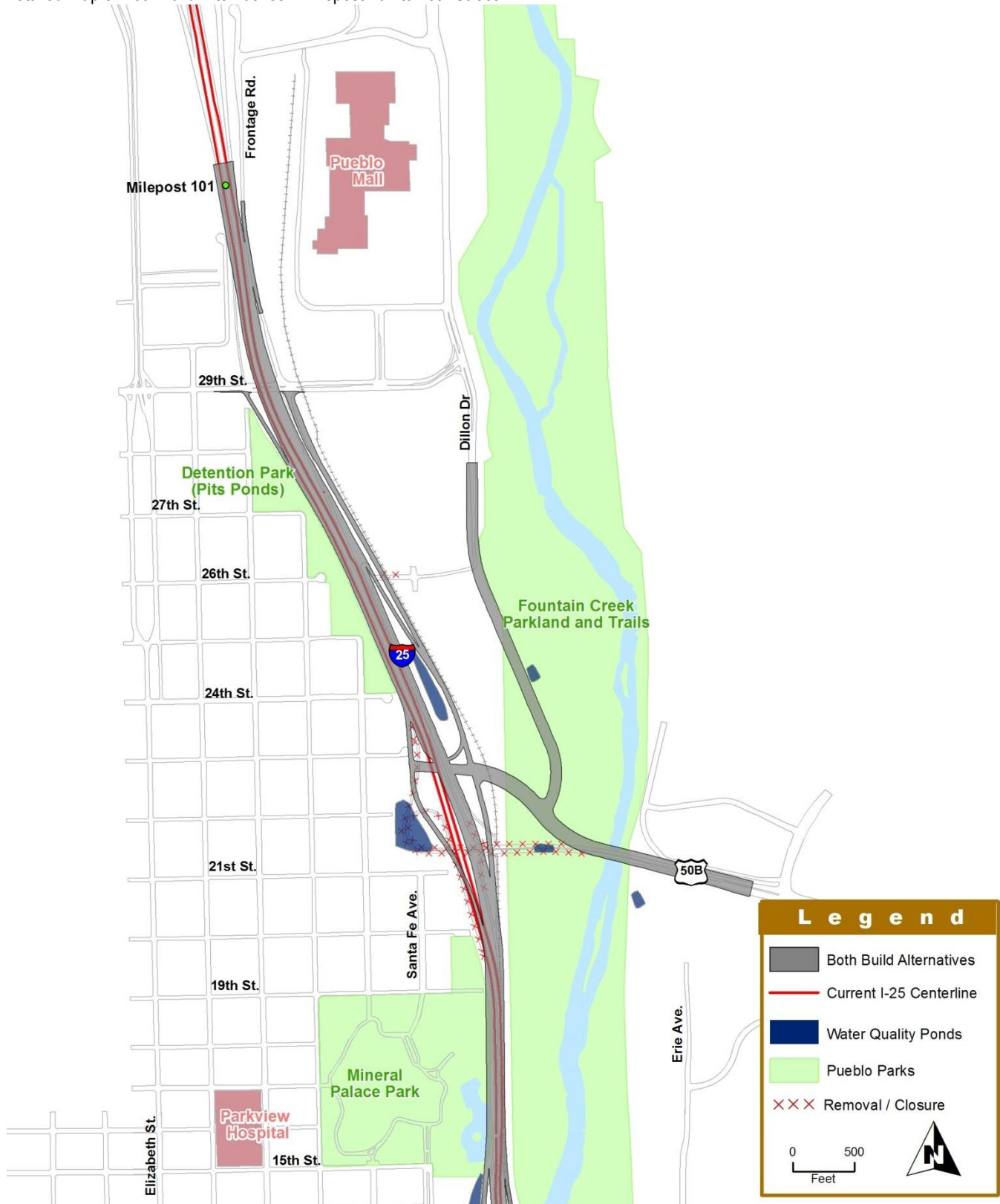


EXHIBIT 4-6

Detailed Map of Both Build Alternatives – US 50B to Kelly Street

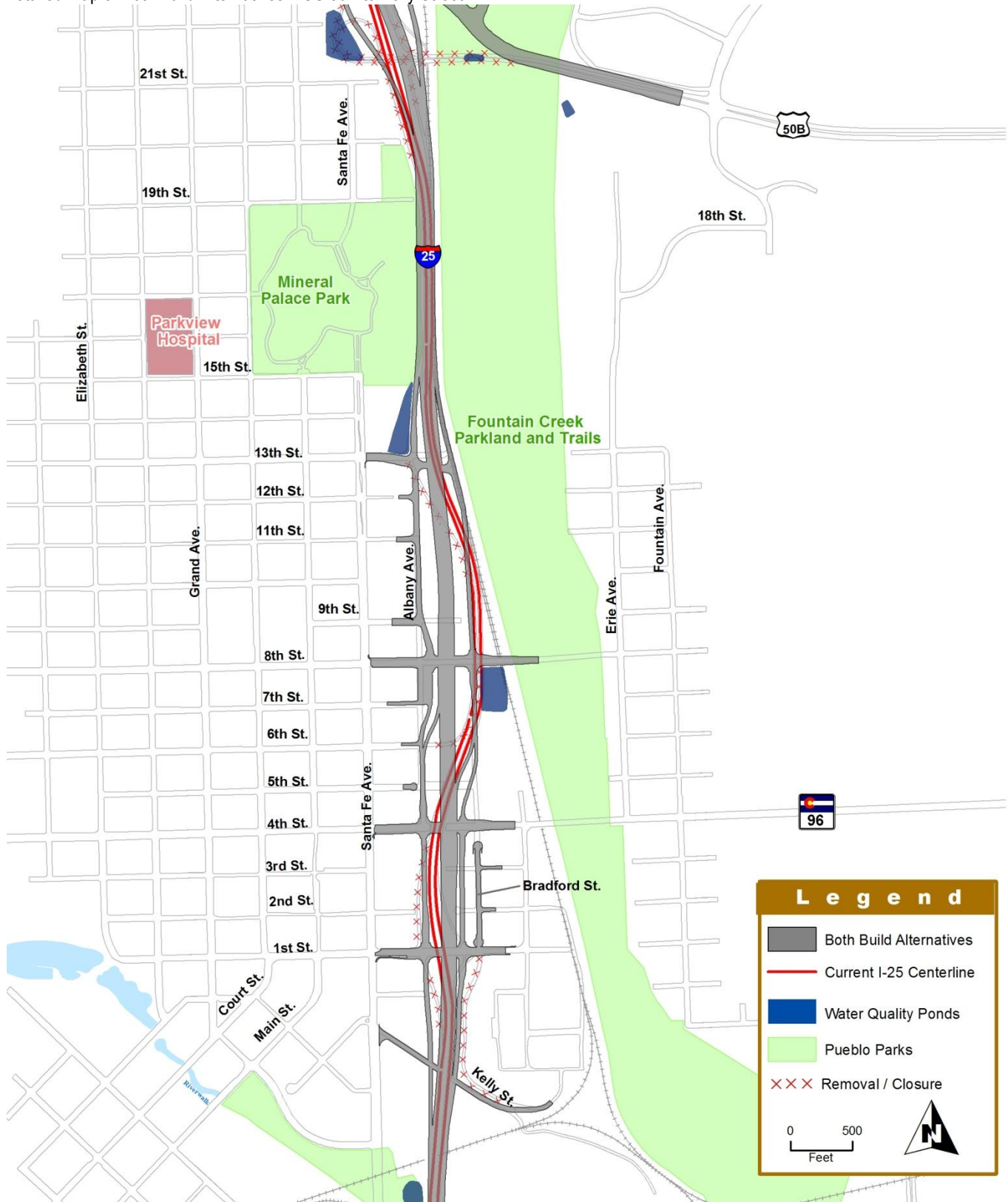


EXHIBIT 4-7**Detailed Map of the Existing I-25 Alternative – Kelly Street to Jones Avenue**

EXHIBIT 4-8**Detailed Map of the Modified I-25 Alternative (Preferred Alternative) – Kelly Street to Jones Avenue**

EXHIBIT 4-9**Detailed Map of the Existing I-25 Alternative – Jones Avenue to Milepost 94**

EXHIBIT 4-10

Detailed Map of the Modified I-25 Alternative (Preferred Alternative) – Jones Avenue to Milepost 94



To meet projected capacity needs, the Modified I-25 Alternative (Preferred Alternative) would widen I-25 from four lanes to six lanes (three in each direction) from just north of 29th Street to Indiana Avenue. Between Indiana Avenue and Pueblo Boulevard, the Modified I-25 Alternative (Preferred Alternative) would remain four lanes. The DEIS presented the Modified I-25 Alternative with six lanes throughout the entire corridor; the Modified I-25 Alternative (Preferred Alternative) was revised to include a four-lane section south of Indiana Avenue to minimize project impacts in this area as a result of comments received from the public on the DEIS.

In the southern part of the corridor between the Arkansas River and Canal Street, implementing the Existing I-25 Alternative would require moving the Union Pacific Railroad (UPRR) tracks 150 feet to the east to make room for widening I-25. Concern about moving the rail line led to the idea of relocating I-25 to a new alignment farther east at approximately Ilex Street. Moving I-25 to the new alignment in this area would allow the UPRR rail line south of the Arkansas River to remain in place. At approximately Minnequa Avenue, I-25 would bridge over the railroad tracks and run on the west side of the tracks, rejoining the existing I-25 alignment just south of Indiana Avenue.

The Modified I-25 Alternative (Preferred Alternative) was found to have unexpected benefits in the southern end of the corridor, which is predicted to be built in Phase 2. By straightening I-25 at Ilex Street, I-25 would leave the existing alignment and continue south. The roadway no longer used as I-25 would be available to become an extension of Santa Fe Avenue (see **Exhibit 4-8**), providing a local road that drivers could use to travel north and south through Pueblo without having to drive on I-25. A second unexpected benefit of the Modified I-25 Alternative is that a new east-west direct connection would be made between Abriendo Avenue and Santa Fe Drive (see **Exhibit 4-8**). This connection would provide improved access between the neighborhoods east and west of I-25.

The Modified I-25 Alternative (Preferred Alternative) would generally match the current I-25 elevation in areas where the alignment follows the current highway alignment, except in the downtown area, where I-25 would be 25 to 40 feet higher than it is currently. This change in the vertical grade would eliminate the steep vertical curves in this area, while

providing enough clearance for east-west traffic moving underneath I-25.

Mitigation elements such as noise walls or berms are also included in the Modified I-25 Alternative (Preferred Alternative) preliminary design (as described in more detail in **Section 3.5** of the FEIS, **Noise**). North of the Arkansas River and west of I-25, noise mitigation structures are proposed along 31st Street, from 24th to 29th Street and from 20th to 21st Street. North of the Arkansas River and east of I-25, noise wall are proposed from Beech Street to 1st Street. South of the Arkansas River and west of I-25, noise mitigation structures are proposed for residences along Evans Avenue, near the neighborhoods between Maryland Avenue and Reno Avenue, and between Indiana Avenue and Illinois Avenue. Noise mitigation for Mineral Palace Park is proposed; however, details of the type of noise mitigation at the park will be determined during final project design.

4.3 SECTION 4(f) PARK AND RECREATIONAL PROPERTIES

Both the Existing I-25 Alternative and the Modified I-25 Alternative (Preferred Alternative) would result in a use of Section 4(f) properties. In the analysis that follows, impacts to Section 4(f) properties are detailed for both Build Alternatives. In general, properties are addressed from north to south along the corridor. Section 4(f) Park and Recreational Properties are addressed in Section 4.3, and Section 4(f) Historic Properties are addressed in Section 4.4. Because Mineral Palace Park is both a park and an historic property, it is addressed at the end of the discussion of Section 4.3. Each subsection is organized as follows:

- ❖ **Property Description:** Includes a description of the Section 4(f) property that would be used by both or just one of the Build Alternatives. Maps and photos are provided where appropriate.
- ❖ **Section 4(f) Use:** Includes a discussion of the use of the Section 4(f) property. Impacts are quantified where possible, and graphics that show the Section 4(f) use are included where appropriate to increase understanding of the impact of each alternative on the Section 4(f) property.
- ❖ **All Possible Planning to Minimize Harm:** Includes all measures to avoid and minimize harm to the Section 4(f) property. As shown in Section 4.5, there is

no feasible and prudent alternative that would address the project Purpose and Need without using Section 4(f) property. As such, additional measures were evaluated for their potential to avoid or minimize impacts to individual properties, provide enhancements, and/or mitigate project impacts.

4.3.1 Benedict Park

Property Description

Benedict Park is located next to St. Mary's Genealogy Center (an NRHP-eligible historic property [5PE588] described in **Section 3.2 of the FEIS, Historic Properties**) and the Gornick Slovenian Library (formerly the St. Mary's Church school) on East Mesa Avenue, east of I-25 and west of Eilers Avenue, as shown in **Exhibit 4-2**. The 1.92-acre park was once associated with the church and school. The school turned the site over to the City in 1980, and since that time, the City has owned and maintained it as a park that primarily serves the surrounding neighborhood in the vicinity of Northern Avenue and Mesa Avenue. Amenities include an informal softball field with a backstop, turf grass, a basketball court, playground equipment, and picnic tables. The park is irrigated and has a working sprinkler system. A chain-link fence provides a barrier between the park and Mesa Avenue. The park currently has no parking, pedestrian pathways, restrooms, or lighting. This park is primarily used by the local neighborhood.

Benedict Park was developed with assistance from the Land and Water Conservation Fund (LWCF). Refer to **Section 3.3 of the FEIS, Parks and Recreation** for the analysis pertaining to the LWCF.

Section 4(f) Use

Both the Existing I-25 Alternative and Modified I-25 Alternative (Preferred Alternative) would result in a Section 4(f) use of Benedict Park. Under the Existing I-25 Alternative, I-25 would be widened to the east at this location, which would require that the freight line be moved to the east into Benedict Park, as shown in **Exhibit 4-11**. This means that 0.42 acre of land from the park's western edge would be incorporated into the project, leaving 1.50 acres of the park in place as a smaller park that could still function as a neighborhood "pocket" park. The informal athletic field would be eliminated; however, the playgrounds and basketball court could continue to be utilized by visitors.

Under the Modified I-25 Alternative (Preferred Alternative), I-25 would be realigned to avoid the UPRR freight rail line. This would require the acquisition of the entire park (1.92 acres) and the elimination of all associated recreational elements as shown in **Exhibit 4-12**.

All Possible Planning to Minimize Harm

Avoidance: Several measures were evaluated as part of both Build Alternatives for their potential to avoid impacts to Benedict Park. As described below, each option could avoid Benedict Park, but each was dismissed because they would result in impacts to other Section 4(f) properties and considerable community impacts.

❖ **Benedict Park Avoidance Option 1 – Construct I-25 to the West of Benedict Park:** To avoid Benedict Park, the CDOT Project Team considered widening I-25 only to the west, keeping the existing railroad alignment. This option would result in severe disruption to the established community. Widening would move I-25 into the Bessemer Neighborhood, and approximately 70 properties would have to be acquired. Among these properties are historic homes and neighborhood stores such as Gagliani's Italian Food Store, which has been serving the neighborhood for more than 100 years. Another property impacted by this widening would be the Bessemer Historic Society and the Minnequa Steel Works Office Building & Dispensary (an NRHP-listed historic property), located just south of Central Avenue west of I-25.

This area west of I-25 also contains the original offices of the Colorado Fuel & Iron (CF&I) Steel Mill (now known as the Evraz Rocky Mountain Steel Mills) and the workers' tunnel entrance for access into the steel mill proper. The steel mill complex, located on the east side of I-25, would not be directly impacted by this design option. This steel mill is not individually eligible for listing on the NRHP, but is a contributing element to the Steelworks Suburbs Historic District. The widening would also require a 70-foot-high vertical cut into the existing bluff in the Abriendo Avenue interchange area.

In comparison, both Build Alternatives would require the acquisition of properties south of Benedict Park between Mesa Avenue and Northern Avenue. The Existing I-25 Alternative would need to acquire 38 properties, and the Modified I-25 Alternative (Preferred Alternative) would need to acquire 63 properties. None of the properties that would be acquired from this area under either Build Alternative are NRHP-listed or individually eligible properties.

EXHIBIT 4-11

Existing I-25 Alternative: Section 4(f) Use of Benedict Park

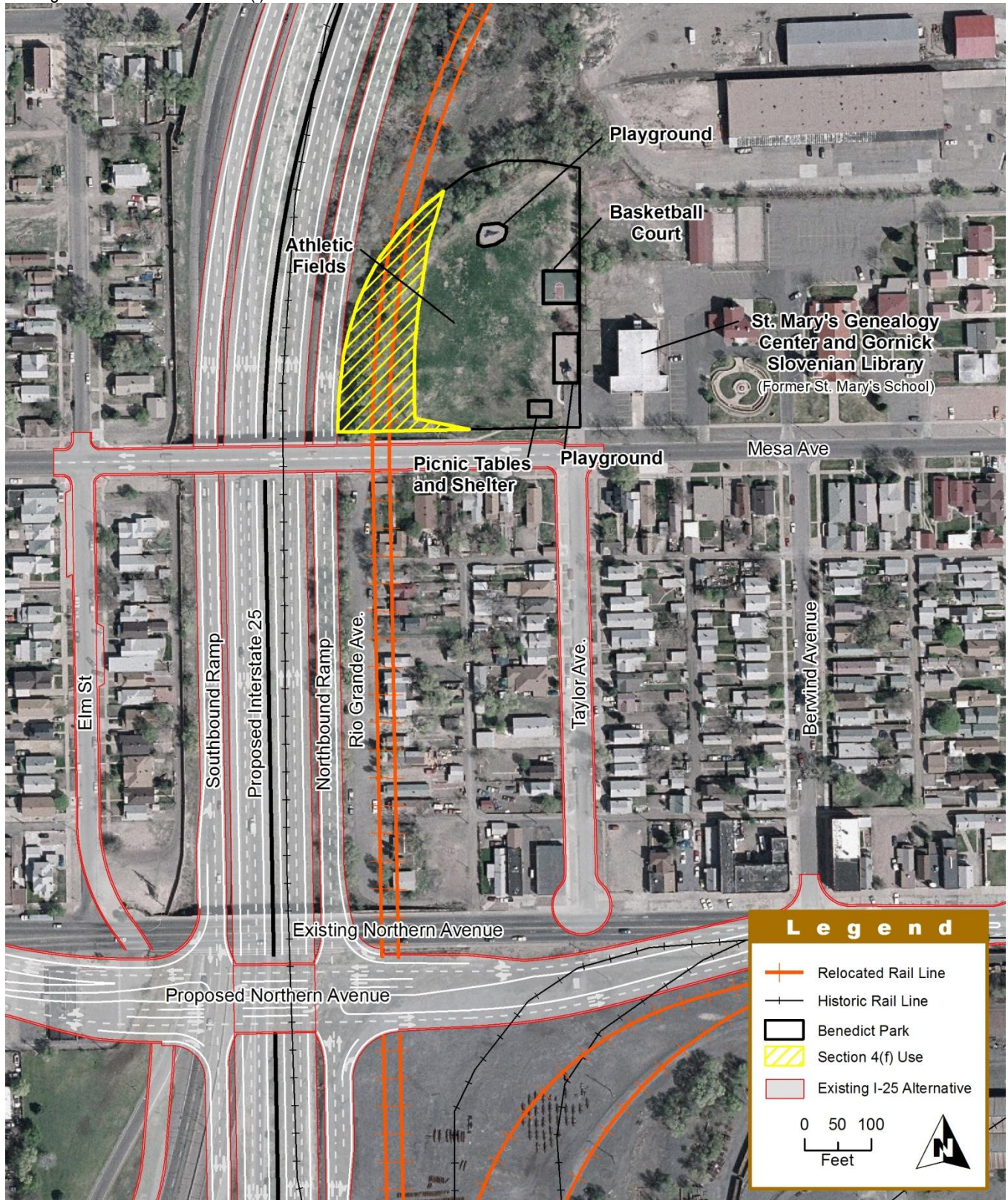
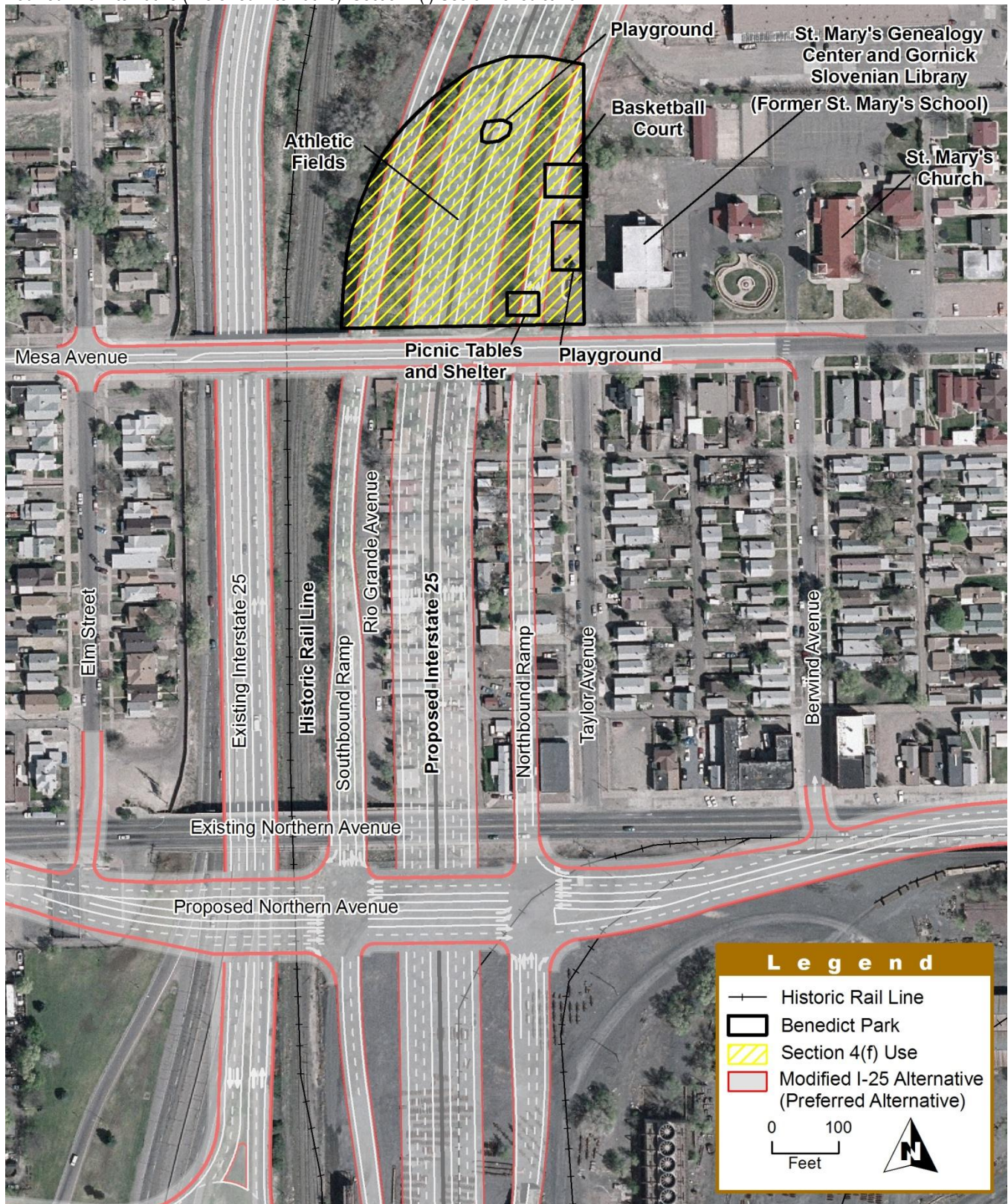


EXHIBIT 4-12

Modified I-25 Alternative (Preferred Alternative): Section 4(f) Use of Benedict Park



Benedict Park Avoidance Option 2a – Construct I-25 to the East of Benedict Park:

The second option would move the I-25 alignment just east of Benedict Park. This would be accomplished by introducing a curve into the I-25 alignment at approximately the Abriendo Avenue interchange to move the highway east through the Bessemer Neighborhood and through the steel mill property. Another curve would be introduced to I-25 at approximately the Central Avenue interchange to reconnect to the current I-25 alignment. As with Benedict Park Avoidance Option 1, this option would result in severe disruption to the established community. The alignment would divide the Bessemer Neighborhood into two areas, requiring the acquisition of approximately 40 properties. One group of approximately 4 blocks of houses would be sandwiched between the existing railroad and the new I-25 alignment. This alignment would go through the St. Mary's Church property (an NRHP-eligible historic property) and continue south through the Evraz Rocky Mountain Steel Mills complex. Many of the existing steel mill buildings, some currently used in the remaining production lines, would need to be acquired and demolished.

- ❖ **Benedict Park Avoidance Option 2b – Construct I-25 to the Far East of Benedict Park:** Another measure considered to avoid Benedict Park would be to move I-25 approximately 1,000 feet east of the park. This would be accomplished by continuing I-25 due south from the Runyon Field Sports Complex area through the east side of the Bessemer Neighborhood and into the steel mill, then turning the highway east to reconnect with the current I-25 alignment near the Indiana Avenue interchange. As with the Benedict Park Avoidance Option 1 and Option 2a, this option would result in severe disruption to the established community. This alignment would divide the Bessemer Neighborhood into two small groups of houses, separating schools, churches, and shops from the neighbors they serve. Forty-five to 60 properties would be required for this alignment. Approximately 30 of these are NRHP-eligible historic properties.

Minimization: Measures to reduce impacts to Benedict Park centered around keeping the alternative footprints as compact as possible. This area had several constraints that presented design challenges and limited options for minimization. These include the proximity of the I-25 alignment to residences within the Bessemer Neighborhood (any shift to the west would impact historic homes within the

Bessemer Neighborhood), the historic UPRR freight rail line, and St. Mary's Church property (an NRHP-eligible historic property); the need to accommodate north-south on ramps for Northern Avenue; and elevation of the highway (I-25 is below grade at this location and Northern and Mesa Avenues cross over the highway). Because of these constraints, minimization efforts were limited and impacts to Benedict Park were unavoidable under either Build Alternative.

The CDOT Project Team will evaluate the feasibility of avoiding construction near the park during special events or regularly scheduled activities.

Mitigation: Mitigation for the Section 4(f) use of both Build Alternatives includes the development of a new Benedict Park south of the existing park on remnant parcels of land required for the construction of the Build Alternatives that would otherwise be CDOT ROW. **Section 3.1** of the FEIS, **Transportation** provides details about the configuration of the Build Alternatives in this area and the changes in access that result in the acquisition of these parcels. Under the Existing I-25 Alternative, CDOT would construct a 2.55-acre expansion of Benedict Park south of the existing park, as shown in **Exhibits 4-13 and 4-14**. The expanded park would total 4.05 acres. Mesa Avenue would run east-west through Benedict Park. Land from the existing park that is not required for the highway (approximately 1.50 acres) would remain in place and would include the existing playgrounds, basketball court, and picnic area. A fence would be installed to safely divide the active railroad from the park.

Under the Modified I-25 Alternative (Preferred Alternative), CDOT would construct a new Benedict Park south of the existing park. The new park would be a minimum 3.93 acres to a maximum 4.30 acres in size. This range reflects ongoing efforts to refine the design to avoid impacts to residential parcels south of Mesa Avenue. The entire park would be located south of Mesa Avenue, as shown in **Exhibits 4-15 and 4-16**.

EXHIBIT 4-13

Mitigation Proposed for Benedict Park under the Existing I-25 Alternative



EXHIBIT 4-14

Mitigation Proposed for Benedict Park under the Existing I-25 Alternative

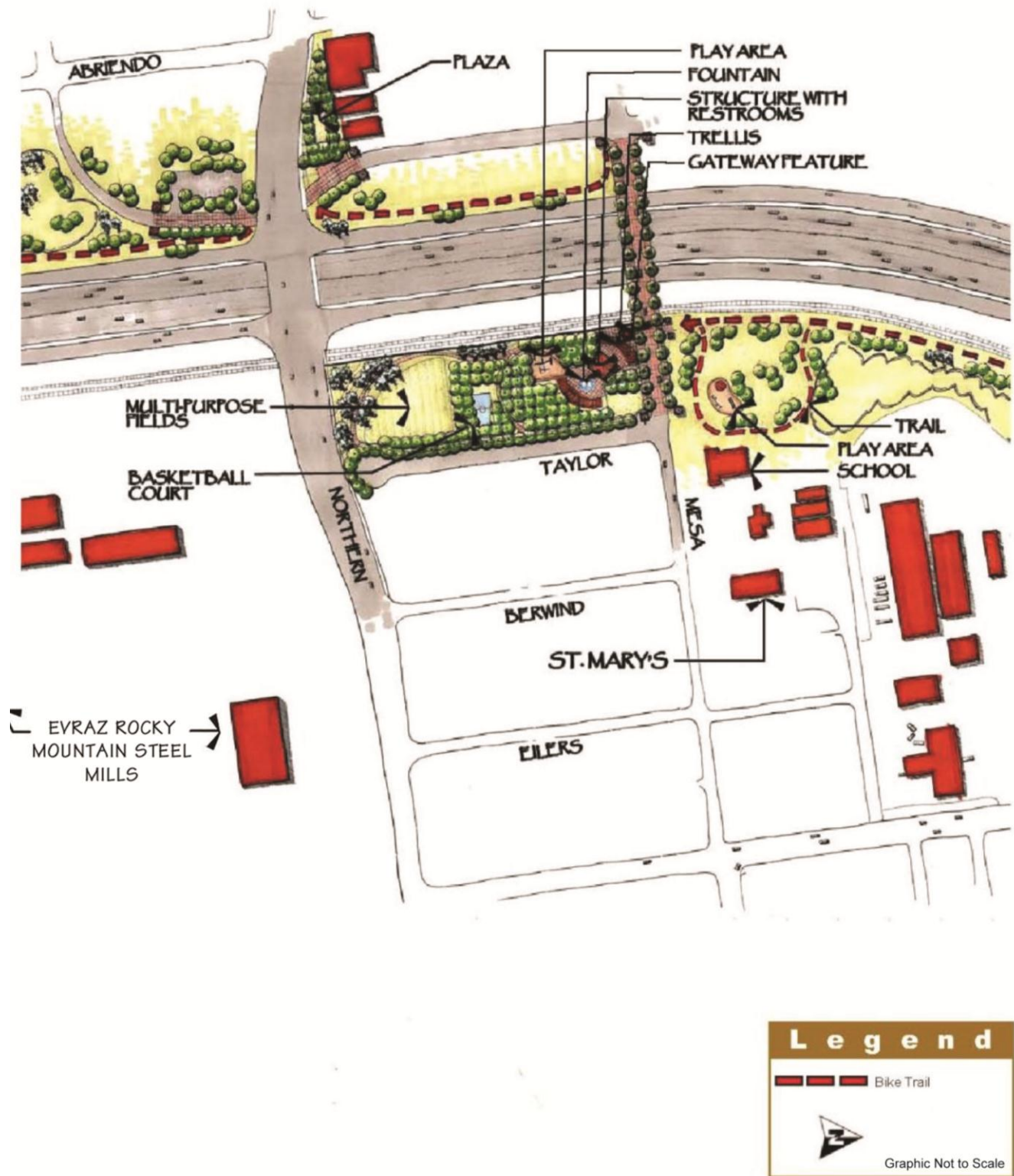


EXHIBIT 4-15

Mitigation Proposed for Benedict Park under the Modified I-25 Alternative (Preferred Alternative)

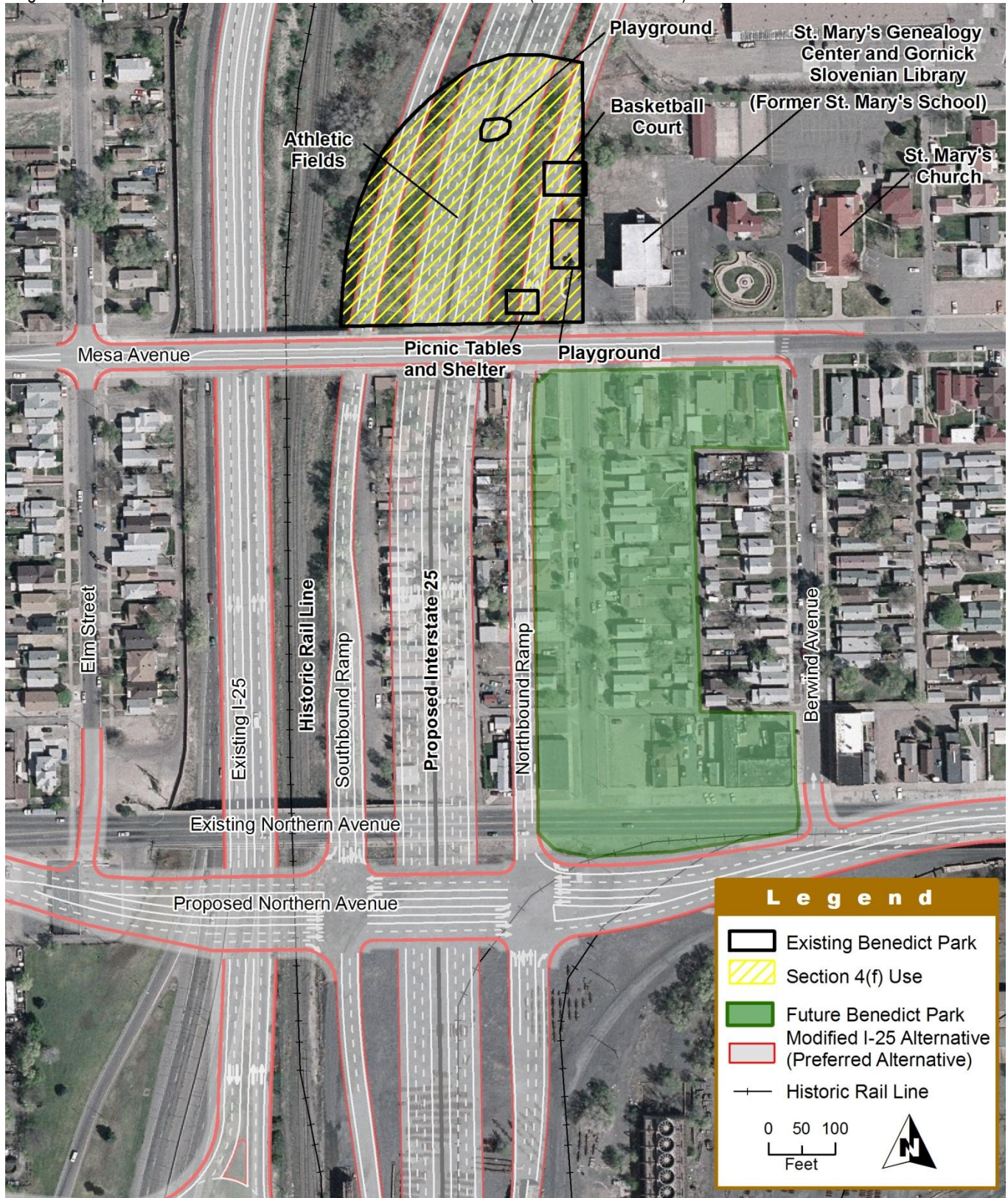
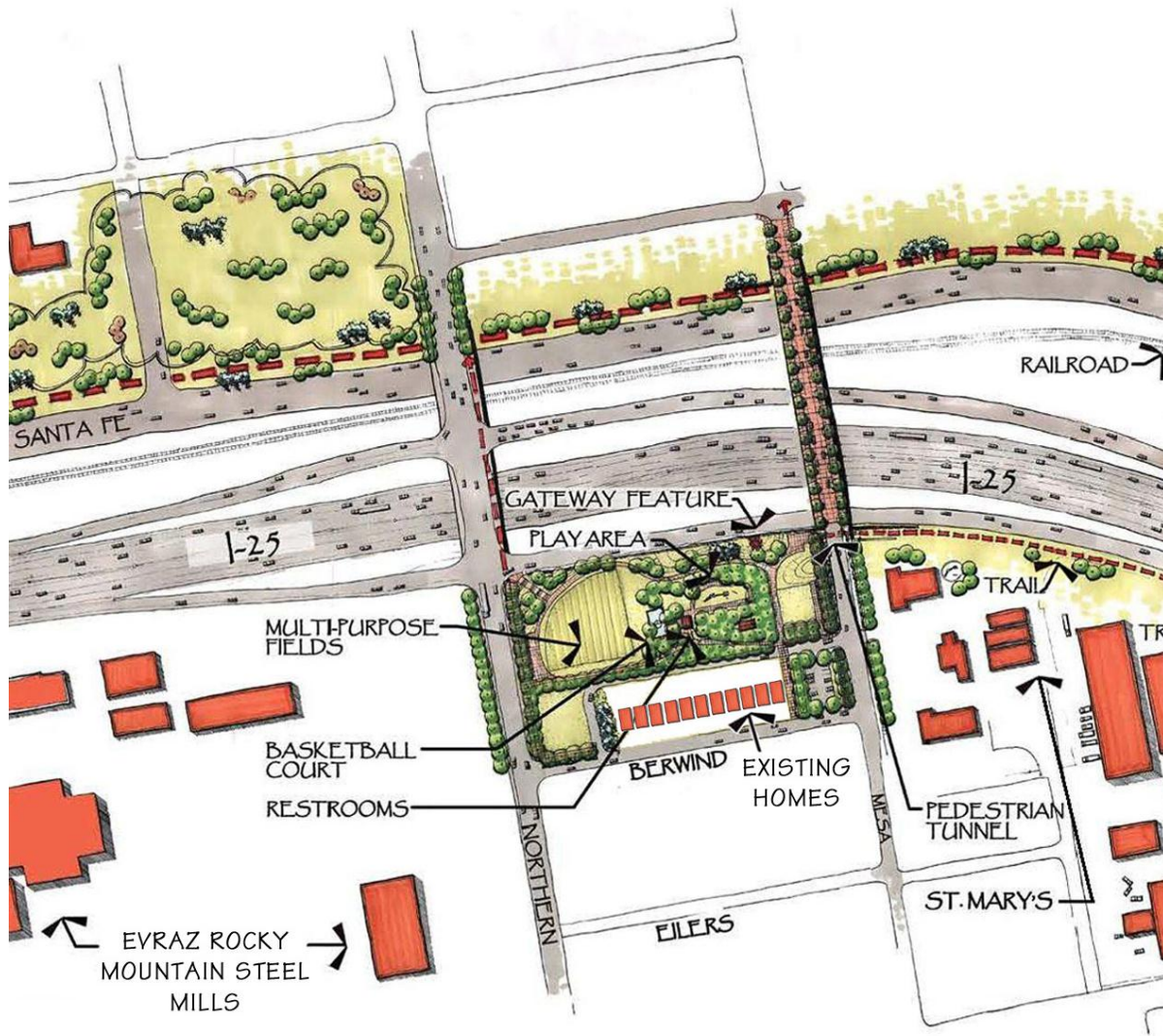


EXHIBIT 4-16

Mitigation Proposed for Benedict Park under the Modified I-25 Alternative



The new park plans proposed for the Existing I-25 Alternative and Modified I-25 Alternative (Preferred Alternative) address several issues at the existing Benedict Park, including parking, trees, and lighting. Park plans under the Modified I-25 Alternative (Preferred Alternative) improve access to the park compared to the No Action Alternative and the Existing I-25 Alternative.

Improvements to Benedict Park under either Build Alternative (including a larger area, more amenities, and better access) would result in an overall improvement for users when compared to the No Action Alternative.

Although additional land would be acquired from Benedict Park under the Modified I-25 Alternative (Preferred Alternative), the benefit of this alternative is greater than the Existing I-25 Alternative because a larger, contiguous park would be provided.

4.3.2 Fountain Creek Corridor

Property Description

The Fountain Creek Corridor is zoned by the City as S-3 (floodplain) and is considered a parkland property. It parallels I-25 on the east side of the highway from north of 29th Street to the Arkansas River at approximately Santa Fe Drive (see Exhibit 4-2). The corridor is approximately 400 acres of undeveloped, semi-arid high plains predominantly covered with sagebrush, cactus, willow, cottonwood, and native grasses. The corridor, which is naturally vegetated and has wildlife, is located entirely within the Fountain Creek floodplain and is owned and managed by the City. It consists of open space, a trail that serves regional and local bike and pedestrian traffic, a location for environmental education at the elementary-school level, and picnic tables. The corridor also provides flood control for adjacent land uses. Portions of the Fountain Creek Corridor and the Fountain Creek Trail were developed with assistance from the LWCF. Refer to Section 3.3 of the FEIS Parks and Recreation for the analysis pertaining to the LWCF.

Section 4(f) Use

Both the Existing I-25 Alternative and Modified I-25 Alternative (Preferred Alternative) would result in a Section 4(f) use of the Fountain Creek Corridor, as shown in Exhibits 4-17 through 4-19. In this segment of the corridor,

EXHIBIT 4-17

Existing I-25 Alternative and Modified I-25 Alternative (Preferred Alternative): Section 4(f) Use of Fountain Creek Corridor

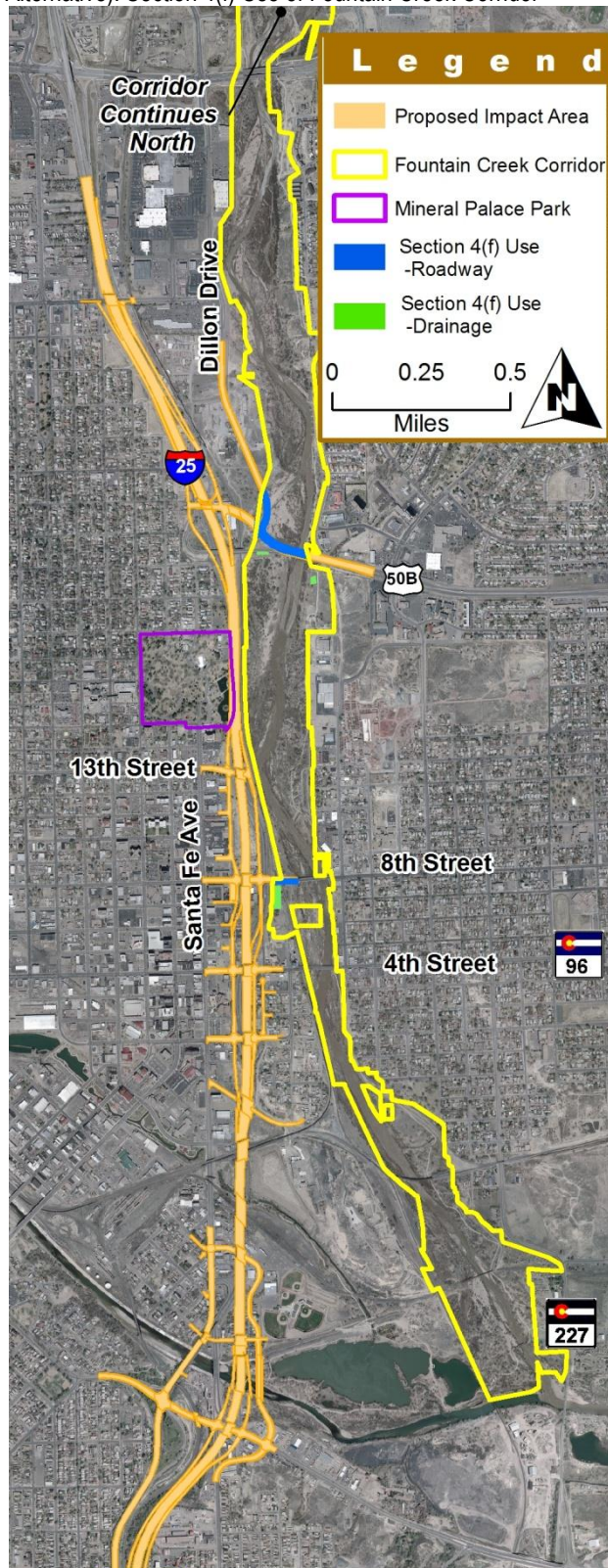


EXHIBIT 4-18

Existing I-25 Alternative and Modified I-25 Alternative (Preferred Alternative): Section 4(f) Use of Fountain Creek Corridor



EXHIBIT 4-19

Existing I-25 Alternative and Modified I-25 Alternative (Preferred Alternative): Section 4(f) Use of Fountain Creek Corridor



where the Existing I-25 Alternative and Modified I-25 Alternative (Preferred Alternative) are the same, each alternative would incorporate 7.68 acres of land from this Section 4(f) property as follows:

- ❖ The extension of Dillon Drive to US 50B would require acquisition of undeveloped open space along the west side of Fountain Creek, north of US 50B. Both Build Alternatives would use 3.95 acres for the Dillon Drive extension. The area around Dillon Drive comprises low-quality riparian habitat; therefore, loss of this habitat is not expected to affect wildlife movement or viability.
- ❖ The relocation of US 50B to the north and widening of US 50B over Fountain Creek would use 2.17 acres of the property. Widening would also result in some additional shading; this shading would not impair the protected activities, features, and attributes of this property.
- ❖ The construction of water quality ponds would use an additional 1.42 acres of the property. This land consists of undeveloped open space and riparian habitat adjacent to the river where bridge abutments would be placed.
- ❖ An improved connection to 8th Street on the east side of I-25 would require acquisition of 0.14 acre of the property.

Temporary detours and/or closures of the Fountain Creek Trail could be required to protect the public when construction is occurring above the trail (typically, when bridge girders are set or bridge decks are poured). These uses would have no permanent impact on the active recreational components of the Fountain Creek Corridor, including the Fountain Creek Trail and picnic tables.

Noise modeling conducted for the project indicates that noise levels would increase from 66 dBA to 69 dBA on the western edge of the Fountain Creek Corridor across from Mineral Place Park under either Build Alternative (see **Section 3.5** of the FEIS, **Noise**). Mitigation is not being proposed in this area. However, because the recreational uses associated with the Fountain Creek Corridor are located on the east side of Fountain Creek, the increase in noise would not impair recreational function.

All Possible Planning to Minimize Harm

Avoidance: Because the Fountain Creek Corridor is immediately adjacent to I-25 and Dillon Drive, the project

could not be designed to avoid this property altogether. Dillon Drive is part of the roadway network of north-south roads in the corridor. Moving Dillon Drive further west would require shifting I-25 to the west, which would result in additional impacts to the North Side Historic District and Mineral Palace Park. Moving Dillon Drive further east would require a bridge over Fountain Creek, which would impact the property. The CDOT Project Team also evaluated an extension of Erie Avenue, but this option would also require a bridge over Fountain Creek and would impact the property.

Minimization: The following measures were evaluated as part of both Build Alternatives for their potential to minimize harm and provide enhancements to the Fountain Creek Corridor:

- ❖ Widening of US 50B over Fountain Creek originally called for an earth slope at the eastern bridge abutment. This would have used open space and the part of Fountain Creek Trail that is a Section 6(f) property (where the trail crosses US 50B). Designers reassessed the situation and added a retaining wall to the abutment to eliminate both the Section 4(f) use and the Section 6(f) use at this location.
- ❖ The bridge over US 50B was designed to lower the water surface elevation and improve the flood channel.
- ❖ Relocation of US 50B allows for the reestablishment of wetland and riparian habitat areas in the Fountain Creek Corridor.

Mitigation: The following mitigation measures are proposed for impacts to the Fountain Creek Corridor:

- ❖ The existing US 50B alignment will be removed and the land within the floodplain will be turned over to the City of Pueblo to be part of the Fountain Creek Corridor. A total of 3.3 acres will be deeded to the City for recreational purposes, and this land is contiguous with the existing parkland.
- ❖ Detours or other appropriate accommodations for users of the Fountain Creek Trail will be provided. Public notice of any closures and detour routes will be conducted prior to any closures, and signage and other instructions will be posted and maintained.
- ❖ Stormwater detention ponds will be built within the existing floodplain to capture stormwater runoff from the roadways to reduce impacts on vegetation and wildlife in the Fountain Creek Corridor.

- ❖ Recreational access to the western bank of Fountain Creek, which is currently not accessible to pedestrians, will be provided via construction of a soft-surface trail, and additional picnic tables will be installed.
- ❖ The Dillon Drive extension will include sidewalks that will improve access to the western bank of the Fountain Creek Corridor, which currently has extremely limited accessibility.
- ❖ Pedestrian and motor vehicle access to recreational opportunities of the Fountain Creek Corridor will be improved by reconstructing 8th Street at I-25 and improving sidewalks.
- ❖ New pedestrian signage will be added to improve awareness of, and guide residents to, the Fountain Creek Corridor.

4.3.3 Arkansas River Corridor

Property Description

The Arkansas River Corridor, shown in **Exhibit 4-2**, extends west from the Runyon/Fountain Lakes State Wildlife Area to Lake Pueblo State Park. The corridor encompasses 280 acres, including the water surface of the Arkansas River and the channelized embankment of the river, as detailed in **Exhibit 4-20**. Within the corridor, the Arkansas River Trail parallels the river and connects to various amenities in the community. In addition, the Pueblo Whitewater Park is a kayaking course on this section of the river that starts at the 4th Street bridge and continues to the Union bridge at Corona Street. The area beyond the Union bridge is not used for recreational purposes due to dangerous conditions such as debris or hydraulic backwash from a low-head dam.

Section 4(f) Use

Both Build Alternatives require the construction of a new bridge to the east of the current I-25 bridge crossing the Arkansas River. This bridge would have no impacts on river-related recreation because the recreational use (e.g., the kayaking course) is located more than 0.25 mile west of the I-25 bridge crossing.

Temporary detours and/or closings of the Arkansas River Trail could be required to protect the public when construction is occurring above the trail (typically, when bridge girders are set or bridge decks are poured). This impact is considered a Section 4(f) temporary use because it requires that the trail be closed to the public for short periods of time.

Noise modeling conducted for the project indicates that the Arkansas River Corridor would not be impacted by noise. Therefore, noise would not impair the recreational function of the property.

All Possible Planning to Minimize Harm

Avoidance: Measures considered to avoid impacts to this property include double decking I-25, tunneling under I-25, and constructing a bypass of the existing I-25 corridor to the east or west. However, none of these options are prudent because they would not address the Purpose and Need for the project, as described in Sections 4.5.2 through 4.5.4. If feasible, construction will be completed during the fall or winter, when water levels are low, to avoid impacts on river recreation.

Minimization: Measures to reduce impacts to the Arkansas River Trail centered around keeping the alternative footprints as compact as possible. Because the existing highway traverses the property, minimization efforts were limited and impacts to this property were unavoidable under either Build Alternative.

Mitigation: The existing bridge piers and abutments would be removed. CDOT will provide advance notice to the public in the event of temporary trail closures during construction. Trail detours will be developed during final project design.

EXHIBIT 4-20

Arkansas River Corridor and Arkansas River Trail in the Project Limits



4.3.4 Runyon/Fountain Lakes State Wildlife Area

Property Description

The Runyon/Fountain Lakes State Wildlife Area is a 40-acre recreational area owned by the Pueblo Conservation District and maintained and operated by the Colorado Division of Wildlife. It is located along the Arkansas River east of Santa Fe Avenue and south of the Runyon Field Sports Complex and serves as a regional recreational park with baseball and football fields, as shown in **Exhibit 4-2**.

Although named as a wildlife area, this property is not designated as a wildlife or waterfowl refuge, but is instead managed for recreational uses, including hunting, shore fishing, hiking, picnicking, and wildlife watching. The park facilities and boundary are shown in **Exhibit 4-21**.

Facilities include restrooms, three Americans with Disabilities Act (ADA)-compliant fishing piers, a biking and hiking trail, park benches, an area with bricks memorializing greenway donors, a memorial park bench, and a gravel-surfaced parking lot. Downstream of the levee, a pedestrian bridge over the Arkansas River connects the Fountain Creek and Arkansas River trails.

Section 4(f) Use

The Existing I-25 Alternative would not result in a Section 4(f) use of the Runyon/Fountain Lakes State Wildlife Area. The Modified I-25 Alternative would result in a Section 4(f) use of the Runyon/Fountain Lakes State Wildlife Area as a result of property acquisition (for bridge piers) and trail relocation.

Under the Modified I-25 Alternative (Preferred Alternative), I-25 would leave the existing alignment at Ilex Street and follow a new alignment that would require the construction of four bridges over the Arkansas River and within the Runyon/Fountain Lakes State Wildlife Area, as shown in **Exhibit 4-22**. Some additional shading would be created by the elevated structures; this shading would not impair the protected activities, features, and attributes of this property.

Most of the I-25 mainline and adjacent ramps would fly over Runyon/Fountain Lakes State Wildlife Area property; these facilities would not substantially impair the protected activities, features, and attributes of this property.

As shown in **Exhibit 4-22**, the Modified I-25 Alternative (Preferred Alternative) would use up to 2.81 acres of land on the south side of the river to accommodate the new

alignment and bridge abutments. For this alternative, Stanton Avenue (which currently ends at the property boundary) would be extended south on a bridge over the Runyon/Fountain Lakes State Wildlife Area and the Arkansas River. Eighteen new bridge piers would also be placed within the property to support the bridges for I-25, two ramps, and the extension of Stanton Avenue.

The existing bridge piers that carry I-25 would remain within the Arkansas River to carry the repurposed Santa Fe Avenue. The old Santa Fe/US50B Bridge over the Arkansas River would be removed, which would also remove one existing pier from the Arkansas River. Temporary detours and/or closings of the Thomas Phelps Creek Trail and Arkansas River Trail could be required to protect the public when construction is occurring above the trails (typically, when bridge girders are set or bridge decks are poured). The pedestrian bridge and trail would need to be removed and relocated, which would result in some additional detours during construction. The pedestrian bridge and connecting trails around Runyon Lake were developed with assistance from the LWCF. Refer to **Section 3.3** of the FEIS, **Parks and Recreation** for the analysis pertaining to the LWCF.

Noise modeling conducted for the project indicates that the Runyon/Fountain Lakes SWA would not be impacted by noise. Therefore, noise would not impair the recreational function of the property.

All Possible Planning to Minimize Harm

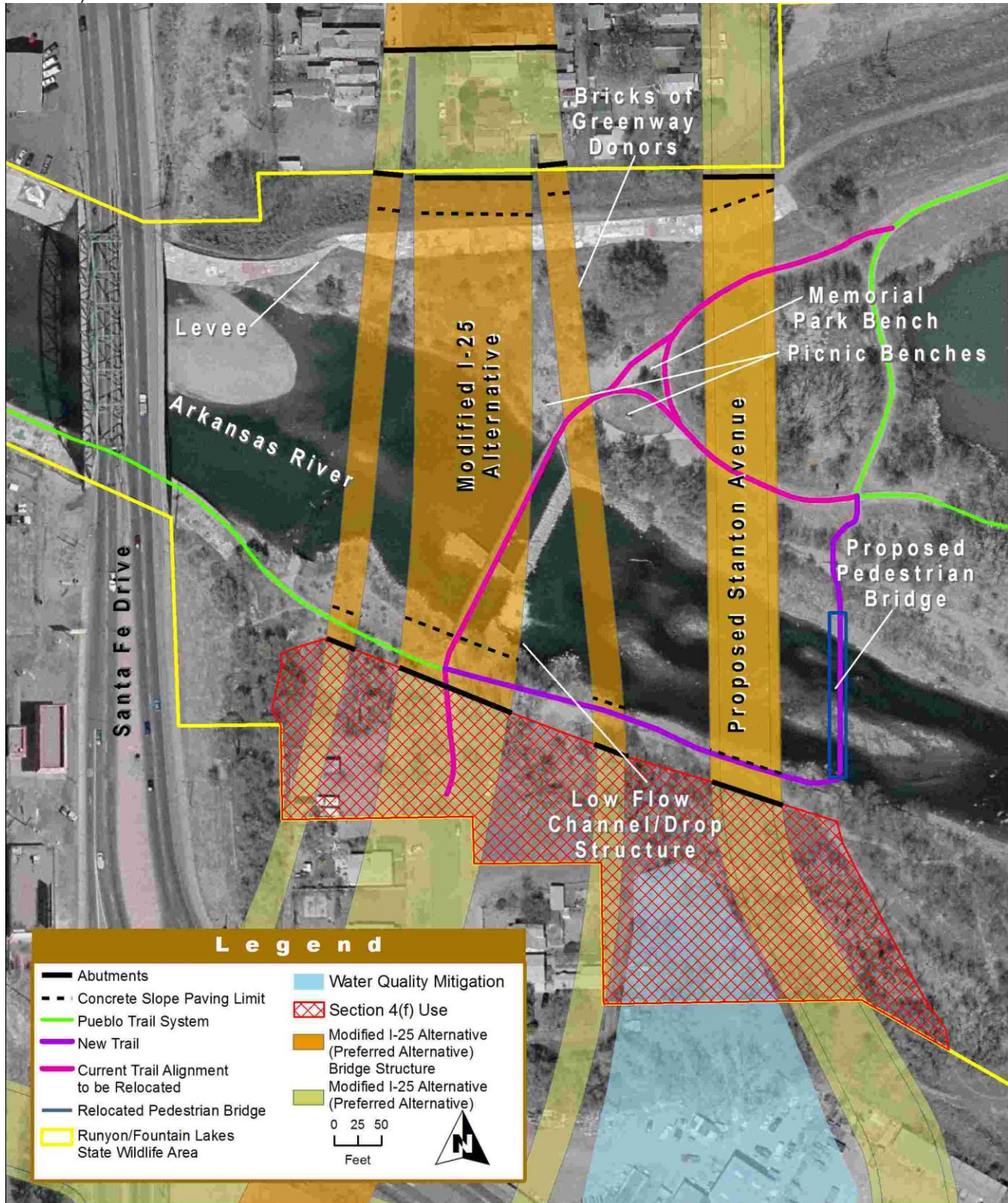
Avoidance: As previously noted, the Existing I-25 Alternative would avoid all Section 4(f) use of the Runyon/Fountain Lakes State Wildlife Area. Because I-25 currently travels through the property, additional avoidance options were not possible.

Minimization: Measures to reduce impacts to the Runyon/Fountain Lakes State Wildlife Area centered around keeping the alternative footprints as compact as possible. The Modified I-25 Alternative (Preferred Alternative) was designed to avoid impacts to recreational uses. However, because the existing highway travels through the property, minimization efforts were limited and impacts were unavoidable under the Modified I-25 Alternative (Preferred Alternative).

EXHIBIT 4-21**Runyon/Fountain Lakes State Wildlife Area Features**

EXHIBIT 4-22

Section 4(f) Use of and Mitigation for the Runyon/Fountain Lakes State Wildlife Area Features under Modified I-25 Alternative (Preferred Alternative)



Mitigation: The following mitigation measures are proposed for impacts to the Runyon/Fountain Lakes State Wildlife Area, as shown in **Exhibit 4-22**. These measures were developed by the CDOT Project Team with input from the public and City planning staff. They apply only to the Modified I-25 Alternative (Preferred Alternative) because the Existing I-25 Alternative does not use any of the Runyon/Fountain Lakes State Wildlife Area:

- ❖ The Arkansas River Pedestrian Bridge and connecting trail would be reconstructed just east of the proposed Stanton Avenue Bridge (shown in **Exhibit 4-22**).
- ❖ Detours or other safe and appropriate accommodations for users of the trails will be provided where possible. Public notice of any closures and detour routes will be conducted prior to any closures, and signage and other instructions will be posted and maintained.
- ❖ Trees and plantings will be included in the project to offset any loss of vegetation from shading that would occur under the new bridges.
- ❖ The additional bridge piers would not preclude the City of Pueblo's plans for a boat crossing of the Arkansas River.
- ❖ Any impacted trail segments that are currently surfaced with asphalt will be replaced and upgraded with concrete.
- ❖ The bricks of greenway donors would stay in place, but the park benches and the memorial park bench would be moved to the east, closer to the lake and to a quieter location.
- ❖ The Stanton Avenue extension will also provide additional parking for the Runyon/Fountain Lakes State Wildlife Area.
- ❖ At least 0.66 mile of new trails will be constructed in the Runyon/Fountain Lakes State Wildlife Area, including a trail that will connect the Runyon Field Sports Complex and the Arkansas River area with several neighborhood parks to the south that are currently disconnected from recreational resources north of the Arkansas River.

These measures would restore and replace the primary recreational components of the Runyon/Fountain Lakes State Wildlife Area, including fishing and hiking.

4.3.5 Mineral Palace Park

Mineral Palace Park is Pueblo's second largest park (after City Park). The 50.07-acre park is located on the west side of I-25, north of the downtown area, as shown in **Exhibit 4-2**. In addition to being a parkland, Mineral Palace Park is a historic property (5PE586), as discussed in **Section 3.2** of the FEIS, **Historic Properties**. It is also a contributing element to the North Side Historic District (shown in **Exhibit 4-31**). Existing park features, recreational amenities, and historic features are shown in **Exhibit 4-23** and described below.

Property Description

Mineral Palace Park was established in 1896 to beautify land surrounding the Colorado Mineral Palace. It was originally designed as a botanic garden with formal flower and shrub beds. Multiple varieties of shade trees lined the walks and paths to create an oasis of shade in the southern Colorado heat. The Colorado Mineral Palace was a grand exhibit hall constructed by private interests in 1891 on spacious grounds to showcase Colorado's mineral wealth. Through both public and private investment, Mineral Palace Park was developed as the City's first municipal park. Today, the park is bounded by 19th Avenue on the north, 15th Avenue on the south, Court Street to the west, and I-25 to the east. A chain-link fence on the eastern boundary separates the park from the highway. Both the City of Pueblo and the SHPO have jurisdiction over Mineral Palace Park; the City currently owns and maintains the park, and SHPO is the official with jurisdiction of the park as a historic property.

Mineral Palace Park features Lake Clara, as well as an extensive network of flower gardens, large mature shade trees, and landscaped park areas. Recreational amenities added to the park in the last 60 years include a swimming pool, tennis courts, picnic tables, bicycle and walking paths, informal use areas, and playground equipment. Key functions of the park include both passive and active uses such as jogging, swimming, informal athletic activities, picnicking, walking, and bird watching. Because of the beautiful park setting with large mature trees, special events such as weddings and family celebrations are common occurrences in the park.

Mineral Palace Park also serves as the maintenance headquarters for the City Parks and Recreation Department in northern Pueblo. A park maintenance facility is located in the northeast corner of the park. Until recently, the City operated a greenhouse within the park to cultivate plants for use in the City park network. The greenhouse building has since burned and is no longer in use.

Over the years, the park has been encroached upon from the south and east through City expansion as well as the construction of I-25 (1949 to 1959). In the early 1900s, the park extended south to 11th Street and east to the historic freight rail line. The park was over 60 acres in size, and Lake Clara was three times larger than it is today. In the ensuing years of the Great Depression in the 1930s, the park began to decline. For financial reasons, the City drained half of the lake and sold all of the parkland south of 14th Street.

In the late 1930s, the park went through a revival, due in large part to various WPA projects. Most of the walls and structures seen in the park today were constructed during the WPA era. Sometime after 1935, both Lake Clara and the park were again reduced in size as US 85/87 was constructed along the eastern edge of the park. Also during this time, the western edge of the lake was filled in, and a large lawn was created as a seating area for the band shell between the boathouse and Lake Clara.

Other additional uses were added to the park after World War II, deviating from the original design of the park. These included the public swimming pool, parking, and a maintenance facility. With the construction and opening of I-25 in 1959, Mineral Palace Park was reduced to its current size of approximately 50.07 acres.

Remaining historical features shown in **Exhibit 4-23** include the band shell overlooking the lake, a pedestrian bridge that spans the lake, a boathouse, the Mineral Palace Park main entrance gate on 15th Street, and two accessory buildings. The boathouse, band shell, and pedestrian bridge are stone structures constructed by the WPA, as are the many short walls that are found throughout the park. The boathouse is home to the Pueblo Art Guild; the band shell is no longer in use due to excessive highway noise. Modifications to Lake Clara (a historic feature of the original design) have reduced its size and given it an irregular shape. The Colorado Mineral Palace was torn down in 1943.

The citizens of Pueblo consider Mineral Palace Park an important historic, recreational, and community resource. According to the City Parks and Recreation Department staff, the park is undersized based on current uses and community needs. The eastern third of the park is currently underused due to noise from I-25 and the freight rail line just east of the highway. City Parks and Recreation Department maintenance staff struggle to maintain Lake Clara, which is degrading due to poor water circulation and algae growth. A portion of the northeastern area of the park is isolated (including the tennis courts) and therefore is underutilized. The existing swimming pool facilities are aging and require a significant amount of maintenance and repair.

Mineral Palace Park is eligible for listing on the NRHP under Criterion A¹ for its associations with the development of public recreation in Pueblo and the growth of the City as an industrial center in the region, as well as the Great Depression and the WPA period of local history. It is also eligible under Criterion C for its landscape design values and as a representative of park designs of the late 19th to early 20th century "City Beautiful" period. In addition, Mineral Palace Park is a contributing element to the North Side Historic District (5PE5517).

Section 4(f) Use

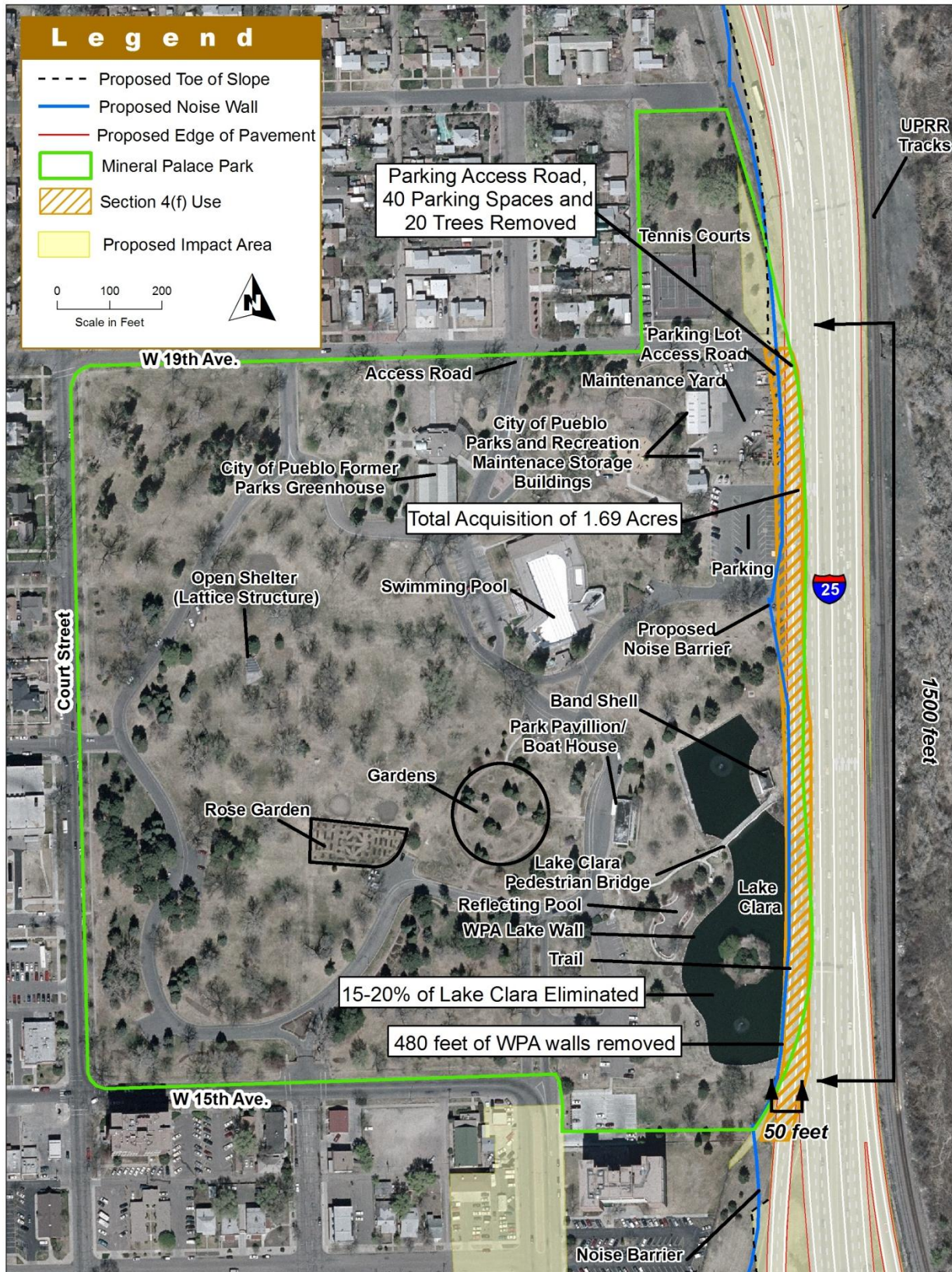
Both of the Build Alternatives would result in a Section 4(f) use of Mineral Palace Park. I-25 is flanked on the west by Mineral Palace Park and on the east by the UPRR, an active historic rail line (5PE1776). Both the park and the railroad are directly adjacent to CDOT ROW, which presented a design challenge for widening the highway. In this segment of the corridor, where the Existing I-25 Alternative and Modified I-25 Alternative (Preferred

¹As defined in the regulations (36 CFR 60.4), a property is eligible for listing in the National Register if it is at least 50 years old, retains integrity of location, design, setting, materials, workmanship, feeling, and association, and meets one of more of the following National Register Criteria:

- Criterion A: The property is associated with events that have made a significant contribution to the broad pattern of our history.
- Criterion B: The property is associated with the lives of persons significant in our past.
- Criterion C: The property embodies the distinctive characteristics of a type, period, or method of construction; or represents the work of a master; or possesses high artistic values; or represents a significant and distinguishable entity whose components may lack individual distinction.
- Criterion D: The property has yielded or may be likely to yield information important in history or prehistory.

EXHIBIT 4-23

Mineral Palace Park Features and Section 4(f) Use for the Existing I-25 Alternative and Modified I-25 Alternative (Preferred Alternative)



Alternative) are the same, the project would result in a Section 4(f) use of Mineral Palace Park for the following reasons, as shown in **Exhibit 4-23**:

- ❖ Widening I-25 adjacent to the park would result in the loss of a 50-foot-wide by 1,500-foot-long strip (approximately 1.69 acres) along the eastern edge of the park, or approximately 3 percent of the park's total area. The northeast parking lot access road would be lost due to the widening. The loss of the eastern portion of the park would result in a loss of about 40 parking spaces, grass, small shrubs, and approximately 20 mature trees.
- ❖ Fifteen to 20 percent of Lake Clara would be eliminated, rendering it unable to function as a viable lake.
- ❖ Approximately 480 linear feet of the WPA-era walls around Lake Clara would be eliminated.
- ❖ Widening the highway would impact the park maintenance yard located in the northeast corner of the park by eliminating approximately 13 percent of the existing acreage of the maintenance yard. The noise wall and berms proposed in this location would also require property acquisition from the maintenance yard. The maintenance yard is a non-contributing element of the park.
- ❖ The informal pathway that generally follows the eastern fence would be severed.

All Possible Planning to Minimize Harm

Avoidance: Several measures were evaluated for their potential to avoid impacts to Mineral Palace Park. These measures were developed by the CDOT Project Team with input from the public and City planning staff.

- ❖ **Mineral Palace Park Avoidance Option 1 – Widen I-25 to the North and South of Mineral Palace Park:** This option would maintain the existing configuration of four lanes on I-25 adjacent to Mineral Palace Park. However, widening I-25 from four lanes to six lanes north and south of the park would provide an unsafe condition by forcing automobiles to travel through a “bottle neck” in the roadway where the highway would remain at four lanes, as shown in **Exhibit 4-24**. This situation could result in an increase in accidents because it would violate drivers' expectations and result in an increase in congestion. Ignoring the capacity and safety issues in this section of the highway would create safety problems and would not solve Pueblo's local mobility issues. This option would not be prudent because unacceptable safety and operational problems

would compromise the project to such a degree that it would no longer meet the project Purpose and Need.

- ❖ **Mineral Palace Park Avoidance Option 2 – Widen I-25 to the East into the Fountain Creek Corridor and Fountain Creek Floodplain:** This option would involve widening I-25 to the east into the Fountain Creek Corridor and the Fountain Creek floodplain, as shown in **Exhibit 4-25**. It would require the UPRR tracks to be shifted east into the Fountain Creek floodplain for almost 2 miles to accommodate the realignment and elevation changes needed to allow for the widening of I-25. The railroad ballast would be in the floodplain, and the embankment of the railroad would become a levy.

This option is not a true avoidance alternative because it would affect other Section 4(f) resources (the UPRR and Fountain Creek Corridor). It would also have severe impacts to other environmental resources, including the Fountain Creek floodway and floodplain, wetlands, and riparian habitat. This option would require realignment of 350 feet of Fountain Creek and the use of 2.3 acres from the Fountain Creek Park Land, which would remove recreational elements from this property. The floodway would potentially be reconstructed between SH 47 and the Arkansas River.

Shifting the UPRR tracks to the east would, in effect, make the railroad bed a levy for the floodplain (the new edge and barrier for the water since the railroad cannot be built in the floodplain). This would either constrict the floodway and raise the base flood elevation or it would move the floodplain further to the east, which would place additional structures into the floodplain. The UPRR is a historic property, and realignment of such a large segment of track would adversely affect the UPRR line as a whole.

The railroad realignment and channel improvements would impact approximately 39 acres of riparian habitat. This represents a loss of high-quality wildlife habitat. The loss of this habitat would also alter the eastern views from Mineral Palace Park and the western views from the Fountain Creek Trail.

EXHIBIT 4-24

Mineral Palace Park Avoidance Option 1 – Widen I-25 to the North and South of Mineral Palace Park



EXHIBIT 4-25

Mineral Palace Park Avoidance Option 2 – Widen I-25 to the East into the Fountain Creek Corridor and Fountain Creek Floodplain



The railroad realignment and channel improvements would impact approximately 9 acres of wetlands. Wetlands in this area are characterized by a high diversity and density of vegetation, including marsh species (rush, cattail, bullrush), shrubs, and willow species. Dense stands of mature trees (predominantly cottonwood, elm, willow, salt cedar, and sumac) occur on the wetland transitional edge.

The City Parks and Recreation Department has jurisdiction over the Fountain Creek Corridor and Mineral Palace Park (the SHPO also has jurisdiction over Mineral Palace Park as a historic property). The County Floodplain Administrator has jurisdiction over the Fountain Creek floodplain. Both agencies were consulted by the CDOT Project Team. Together, these agencies determined that this option would present unacceptable impacts to the floodplain and recreational uses.

While this option would avoid the use of Mineral Palace Park, it would not avoid the use of Section 4(f) property. It would result in impacts to the UPRR (5PE1776) and to public lands in the Fountain Creek floodplain.

Minimization: Mineral Palace Park, the UPRR rail line, and Fountain Creek Park Land are directly adjacent to CDOT ROW, which presented a design challenge for widening the highway and limited options for minimization of impacts. Measures to reduce impacts to Mineral Palace Park centered around keeping the alternative footprints as compact as possible. However, because of the constraints previously described, minimization efforts were limited and impacts to this property were unavoidable under both Build Alternatives.

Mitigation: Once all ways to avoid and minimize impacts to Mineral Palace Park were considered, additional measures to mitigate impacts were developed by the CDOT Project Team with help from the Park Advisory Committee; City of Pueblo planners, engineers, and park management; and Pueblo citizens. The “theme” that emerged through the public process is restoration of the park in such a way that celebrates the history of the park and connects it to local neighborhoods. The restoration plan, shown in **Exhibit 4-26**, includes a variety of park improvements based on the community’s vision of celebrating the history of the park.

As shown in **Exhibit 4-27**, Mineral Palace Park would be expanded south to 13th Street, increasing its size by 4.0 acres (the land adjacent to the southwest corner of the

proposed mitigation site would not be incorporated into the park in order to avoid a Synagogue that is located on this parcel). This additional acreage would replace land that would be lost as a result of the Build Alternatives (1.69 acres) for a net gain of 2.31 acres, as well as allow for the implementation of the park restoration plan. This would restore some of the original function of the park that has been lost to development and the construction of I-25. The expansion of Mineral Palace Park would result in the use of three Section 4(f) historic properties (5PE4498, 5PE4499, and 5PE4504). The use of these properties and all possible planning to minimize harm is detailed in Section 4.4.2.

The expansion of Lake Clara, addition of new vegetation, and re-organization of uses would allow for more recreational space, enable previous park uses to resume, and make more acreage available as usable park space. A new pedestrian bridge over I-25 would connect Mineral Palace Park to the Fountain Creek Corridor on the east side of the highway.

Additional trail connections, improvements to internal roadway and pedestrian pathways, and the provision of ADA-compliant ramps and parking areas would also make the park more accessible and appealing to the public.

Although impacts would result in a use of Mineral Palace Park, the improvements described above and included in the restoration plan would result in an overall improvement to the park when compared to the No Action Alternative.

In order to acquire the additional land needed for the expansion of Mineral Palace Park, the City intends to consider eminent domain, if necessary. Because several mitigation elements require use of City-owned property and a commitment of City resources, implementation of the mitigation measures for the park have been stipulated in a Memorandum of Understanding (March 2010) between the City and CDOT. The Memorandum of Understanding contains commitments from CDOT to construct park improvements and lays out the responsibilities of the City to accept ownership and maintenance responsibility for those improvements, once completed (see **Appendix F** to the FEIS).

EXHIBIT 4-26

Mineral Palace Park Conceptual Restoration Plan



EXHIBIT 4-27

Mineral Palace Park - Proposed Park Mitigation Site



Noise modeling conducted for the project indicates that noise levels at Mineral Palace Park would reach 69 dBA under either Build Alternative (see **Section 3.5** of the FEIS, **Noise**), which is considered impacted by noise under CDOT's noise abatement criterion for recreation areas (CDOT, 2011a). However, with noise walls and berms, noise would not impair the recreational function of the park. Rather, noise mitigation would achieve a 5 dBA reduction compared to current noise levels, which would further support historic uses (such as the band shell, which has not been used for many years due to highway noise).

A Programmatic Agreement (PA) has been developed by FHWA, CDOT, and SHPO to outline mitigation for adverse effects to historic properties. The PA commits CDOT to the development of a creative and interpretive mitigation plan. This plan will be based on mitigation concepts identified in a series of meetings involving FHWA, CDOT, SHPO, and the consulting parties held in 2011. During these meetings, the parties developed and ranked a list of mitigation ideas that focused on historic properties of special significance to the history and identity of Pueblo, including Mineral Palace Park. A matrix of the mitigation options identified at these meetings is included as Attachment C to the PA. The selected mitigation will resolve the adverse effects to historic properties that would result from the project. The PA is included in **Appendix H** to the FEIS.

4.4 SECTION 4(f) HISTORIC PROPERTIES

4.4.1 De Minimis Impacts

Certain uses of Section 4(f) land may have a minimal or *de minimis* impact on the protected resource. When this is the case, FHWA can make a *de minimis* impact determination. A *de minimis* determination fulfills all Section 4(f) requirements. When a *de minimis* impact is determined, an evaluation of avoidance alternatives and whether or not they

are feasible and prudent is not required.

The Build Alternatives would result in *de minimis* impacts to one individual historic property (5PE5080). This property and the impacts are summarized in **Exhibit 4-28** and the location is included in **Exhibit 4-29**. This historic property was recommended No Adverse Effect in an April 1, 2010 submittal to the SHPO, and the SHPO concurred with this determination in correspondence dated May 17, 2010. FHWA notified the SHPO of its intent to make a *de minimis* finding in correspondence dated December 2, 2010 (see **Appendix B** to the FEIS).

4.4.2 North Area (Phase 1)

This section discusses the Section 4(f) historic properties in the north segment of the I-25 corridor, between 29th Street and Ilex Street, as shown in **Exhibit 4-29**, where the Existing I-25 Alternative and Modified I-25 Alternative (Preferred Alternative) follow the same alignment.

In the North Area (Phase 1), both Build Alternatives would result in the Section 4(f) use of 19 historic properties (5PE5290, 5PE5291, 5PE5292, 5PE5293, 5PE5294, 5PE5295, 5PE4484, 5PE4498, 5PE4499, 5PE4504, 5PE4529, 5PE4536, 5PE4545, 5PE4547, 5PE4549, 5PE4557, 5PE4562, 5PE5304, and 5PE4523) and two historic districts (5PE5517 – North Side Historic District, and 5PE5518 – Second Ward Historic District). The Build Alternatives would result in the partial acquisition of one contributing property from the North Side Historic District (5PE586 – Mineral Palace Park) and total acquisition of seven contributing properties from the Second Ward Historic District (5PE4537, 5PE4538, 5PE4541, 5PE4543, 5PE4551, 5PE4553, and 5PE4555). All of the historic properties in the North Area (Phase 1) (including historic districts and their contributing features) have been fully evaluated.

EXHIBIT 4-28

Summary of *De Minimis* Impacts for Section 4(f) Historic Properties

Site Number	Description/ Location	National Register of Historic Places Eligibility	Summary of Use
5PE5080	Four-story, vernacular 20th Century Commercial building at 200 S. Santa Fe Avenue with a flat roof and brick exterior walls. This property includes a one-story 20th Century Commercial building at 210 S. Santa Fe Avenue.	Officially eligible, Criterion C for association with Pueblo's urban development, architecture, and neighborhood development in the first half of the 20th century.	Acquisition of a portion of the property (1.91 acres) that does not contribute to historic significance of the property. There would be No Adverse Effect to the historic property.

Source: CH2M HILL, 2010a; 2010b.

Property Descriptions

Section 4(f) historic properties being acquired and demolished in the North Area (Phase 1) of the I-25 corridor are shown by location in **Exhibit 4-29** and described in **Exhibit 4-30**. Properties 5PE5080 (detailed in **Exhibit 4-28**) and 5PE586 (Mineral Palace Park, which is discussed in detail in Section 4.3.5) are also included in **Exhibit 4-29**.

Section 4(f) Use

All of the properties described in the North Area (Phase 1) would be acquired by CDOT and demolished, resulting in a Section 4(f) use of these historic properties. Because the Existing I-25 Alternative and the Modified I-25 Alternative (Preferred Alternative) follow the same alignment in the North Area (Phase 1), Section 4(f) uses would be the same under either Build Alternative.

Both Build Alternatives would result in a Section 4(f) use of the North Side Historic District. As shown in **Exhibit 4-31**,

the only property that would be directly impacted is Mineral Palace Park (5PE586). Impacts to Mineral Palace Park would result in a Section 106 adverse effect to the North Side Historic District.

Both Build Alternatives would also result in a Section 4(f) use of the Second Ward Historic District due to I-25 widening through the downtown area and construction of entrance and exit ramps for the downtown exits. Of the 33 contributing properties in the historic district, seven would be removed (5PE4537, 5PE4538, 5PE4541, 5PE4543, 5PE4551, 5PE4553, and 5PE4555), resulting in a 21-percent loss of contributing properties, as shown in **Exhibit 4-32**. In terms of land area, this equates to approximately 8 percent of the total historic district land area. The installation of a 15-foot retaining wall and 15-foot noise wall (the noise wall would be built on top of the retaining wall), alterations to the street grid, and changes to the visual environment would indirectly impact approximately eight of the remaining contributing properties. These direct and indirect impacts from the proposed improvements would result in a Section 106 adverse effect to the Second Ward Historic District.

All Possible Planning to Minimize Harm

Avoidance and minimization was evaluated for all of the individual historic properties, historic districts, and contributing properties in the North Area (Phase 1). As previously noted, there are no feasible and prudent alternatives that would address the project Purpose and Need without using Section 4(f) property. Corridor-wide avoidance alternatives that were considered for the project (and an analysis of whether they are considered feasible and prudent) are detailed in Section 4.5 of this evaluation.

Avoidance: The constrained ROW makes avoiding individual properties difficult; the avoidance of one historic property would ultimately result in impacts to one or more other properties. The avoidance options discussed below are grouped by location because avoidance would be the same in each of these areas.

- ❖ **Properties between 26th Avenue and US 50B (5PE5290, 5PE5291, 5PE5292, 5PE5293, 5PE5294, and 5PE5295):** To avoid the properties in this area, the CDOT Project Team considered shifting I-25 to the west. However, this directly impacted parkland and a greater number of historic properties. The CDOT Project Team also considered shifting I-25 further to the east. However, this would require relocation of the UPRR, which is also historic. Shifting the UPRR tracks to the east would, in effect, make the railroad bed a levy for the floodplain (the new edge and barrier for the water since the railroad cannot be built in the floodplain). This would either constrict the floodway and raise the base flood elevation or would move the floodplain further to the east, which would place additional structures into the floodplain. The railroad realignment would also impact approximately 39 acres of riparian habitat and 9 acres of wetlands.

EXHIBIT 4-29**Section 4(f) Properties in the North Area (Phase 1)**

EXHIBIT 4-30**Section 4(f) Historic Properties in the North Area (Phase 1)**






Site Number	Property Description	Property Name/Address	National Register of Historic Places Eligibility	Section 4(f) Use (Either Build Alternative)
5PE5290 	Commercial Building (constructed circa 1940)	2520 N. Freeway	This property is eligible for the NRHP under Criterion A for its association with urban and neighborhood development in Pueblo.	Total Acquisition/Demolition resulting from the ultimate location of the northbound US 50B ramp and frontage road to 29th Street.
5PE5291 	Commercial Building (constructed circa 1950)	2516 N. Freeway	This property is eligible for the NRHP under Criterion A for its association with urban and neighborhood development in Pueblo.	Total Acquisition/Demolition resulting from the ultimate location of the northbound US 50B ramp and frontage road to 29th Street.
5PE5292 	Hotel (constructed circa 1960)	2424 N. Freeway	This property is eligible for the NRHP under Criterion A for its association with urban and neighborhood development in Pueblo.	Total Acquisition/Demolition resulting from the ultimate location of the northbound US 50B ramp and frontage road to 29th Street.
5PE5293 	Commercial Building (constructed circa 1955)	107 E. 24th Street	This property is eligible for the NRHP under Criterion A for its association with urban and neighborhood development in Pueblo.	Total Acquisition/Demolition resulting from the ultimate location of the northbound US 50B ramp and frontage road to 29th Street.
5PE5294 	Commercial Building (constructed circa 1960)	106 E. 24th Street	This property is eligible for the NRHP under Criterion A for its association with urban and neighborhood development in Pueblo.	Total Acquisition/Demolition resulting from the ultimate location of the northbound US 50B ramp and frontage road to 29th Street.

EXHIBIT 4-30**Section 4(f) Historic Properties in the North Area (Phase 1)**

Site Number	Property Description	Property Name/Address	National Register of Historic Places Eligibility	Section 4(f) Use (Either Build Alternative)
5PE5295	Commercial Building (constructed circa 1955)	2200 N. Freeway	This property is eligible for the NRHP under Criterion A for its association with urban and neighborhood development in Pueblo.	Total Acquisition/Demolition resulting from the realignment of US 50B at I-25.
5PE4484	Commercial Building (constructed in 1947)	100 W. 23rd Street	This property is eligible for the NRHP under Criterion A and C for its association with urban and neighborhood development in Pueblo and as an example of a postwar commercial building.	Total Acquisition/Demolition resulting from the southbound entrance ramp to US 50B.
5PE4498	Commercial Building (constructed circa 1950)	1415 N. Santa Fe Avenue	This property is eligible for the NRHP under Criterion A and C for its association with urban and neighborhood development and as an example of a postwar commercial building.	Total Acquisition/Demolition resulting from the mitigation proposed for impacts to Mineral Palace Park.
5PE4499	Commercial Building (constructed in 1956)	1405 N. Santa Fe Avenue	This property is eligible for the NRHP under Criterion A and C for its association with urban and neighborhood development and as an example of a postwar commercial building.	Total Acquisition/Demolition resulting from the mitigation proposed for impacts to Mineral Palace Park.
5PE4504	Commercial Building (constructed in 1949)	1300 N. Santa Fe Avenue	This property is eligible for the NRHP under Criterion A and C for its association with urban and neighborhood development and as an example of a postwar commercial building.	Total Acquisition/Demolition resulting from the mitigation proposed for impacts to Mineral Palace Park.
5PE4529	Hotel (constructed in 1953)	115 E. 8th Street	This property is eligible for the NRHP under Criteria A and C for its association with the theme of Urban Development, Architecture, and Neighborhood Evolution (1890-1940) and as representative of the changing commercial and transportation patterns during the mid-20th century.	Total Acquisition/Demolition resulting from widening and loss of access at 8th Street.

EXHIBIT 4-30**Section 4(f) Historic Properties in the North Area (Phase 1)**









Site Number	Property Description	Property Name/Address	National Register of Historic Places Eligibility	Section 4(f) Use (Either Build Alternative)
5PE4536 	Residential Building (constructed circa 1900)	221-23 E. 4th Street	This property is eligible for the NRHP under Criteria A and C for its association with the theme of Urban Development, Architecture, and Neighborhood Evolution (1890-1940).	Total Acquisition/Demolition resulting from the northbound frontage road connection to 8th Street.
5PE4545 	Residential Building (constructed in 1903)	212 and 212½ E. 3rd Street	This property is eligible for the NRHP under Criterion A and C for its association with urban and neighborhood development in Pueblo as an example of a bungalow.	Total Acquisition/Demolition resulting from highway realignment to the east.
5PE4547 	Residential Building (constructed in 1903)	216 E. 3rd Street	This property is eligible for the NRHP under Criterion A and C for its association with urban and neighborhood development in Pueblo and as an example of an early 20th century residential structure.	Total Acquisition/Demolition resulting from highway realignment to the east.
5PE4549 	Residential Building (constructed in 1906)	220 E. 3rd Street	This property is eligible for the NRHP under Criterion A and C for its association with urban and neighborhood development in Pueblo and as an example of a bungalow. It is also a contributing feature of the Second Ward Historic District (5PE5518).	Total Acquisition/Demolition resulting from highway realignment to the east.
5PE4557 	Residential Building (constructed in 1903)	219 E. 2nd Street	This property is eligible for the NRHP under Criterion A and C for its association with urban and neighborhood development in Pueblo and as an example of an early 20th century residential structure.	Total Acquisition/Demolition resulting from highway realignment to the east.

EXHIBIT 4-30**Section 4(f) Historic Properties in the North Area (Phase 1)**

Site Number	Property Description	Property Name/Address	National Register of Historic Places Eligibility	Section 4(f) Use (Either Build Alternative)
5PE4562 	Residential Building (constructed in 1909)	221 E. 2nd Street	This property is eligible for the NRHP under Criterion A and C for its association with urban and neighborhood development in Pueblo and as an example of an early 20th century residential structure.	Total Acquisition/Demolition resulting from highway realignment to the east.
5PE5304 	Residential Building (constructed circa 1940)	217 E. 2nd Street	This property is eligible for the NRHP under Criterion A for its association with urban and neighborhood development in Pueblo.	Total Acquisition/Demolition resulting from highway realignment to the east.
5PE4523 	Commercial Building (constructed circa 1930)	125 Hector Garcia Place	This property is eligible for the NRHP under Criterion A for its association with urban and neighborhood development in Pueblo.	Total Acquisition/Demolition resulting from retaining walls required for the entrance and exit ramps at 1st Street.
5PE5517	Historic District	North Side Historic District / Encompasses properties north and east of Mineral Palace Park on the east side of I-25.	This historic district is eligible for listing in the NRHP under Criterion A and C for association with patterns of early urban development in Pueblo and its diverse collection of architectural styles.	Partial Acquisition. The only property within the historic district that would be directly impacted is Mineral Palace Park (5PE586). Refer to Section 4.3.5 for a complete discussion of Mineral Palace Park.
5PE5518	Historic District	Second Ward Historic District / Located east of I-25 between 1st and 3rd streets.	This historic district is eligible for the NRHP under Criterion C for its collection of early examples of Pueblo's original architectural styles and housing types.	Total Acquisition/Demolition of seven contributing properties (5PE4537, 5PE4538, 5PE4541, 5PE4543, 5PE4551, 5PE4553, and 5PE4555).

Source: CH2M HILL, 2010a; 2010b.

I-25 = Interstate 25

NRHP = National Register of Historic Places

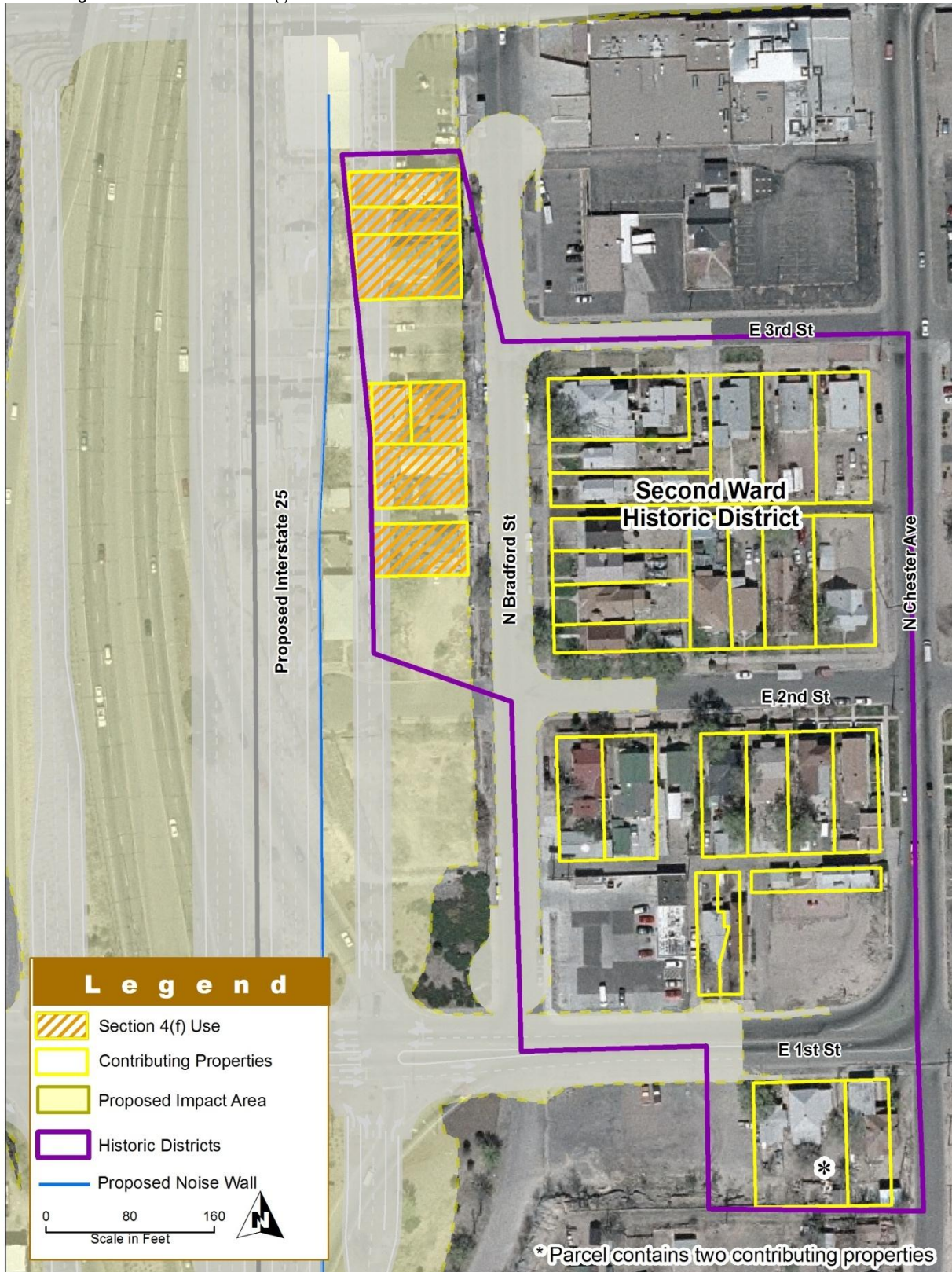
EXHIBIT 4-31

Contributing Elements and Section 4(f) Use in the North Side Historic District



EXHIBIT 4-32

Contributing Elements and Section 4(f) Use in the Second Ward Historic District



❖ **Property west of the US 50B Interchange (5PE4484):**

In this area, the US 50B interchange had to be shifted to the north to provide adequate spacing between US 50B and 13th Street. The CDOT Project Team evaluated options that would allow property 5PE4484 to remain. One of these was an interchange at 4th Street instead of at 13th Street. With this option, all traffic entering or exiting downtown or traveling to locations south of Mineral Palace Park would be dependent on this single point of access. Removing access at 13th Street would also make it more difficult to reach Parkview Hospital.

With an interchange at 4th Street, users would have to use local roads for over 1 mile to reach medical services. The public expressed concern about the additional improvements that would have to be completed on 4th Street and other network streets to accommodate additional traffic. The CDOT Project Team also considered access options such as relocating the southbound I-25 ramp and eliminating access to US 50B. However, none of these options are prudent because they would not address the safety, local mobility, or capacity issues described in the Purpose and Need for the project. They would result in unacceptable safety or operational problems (i.e., inadequate sight distance for drivers, inadequate spacing between intersections, out-of-direction travel, increasing congestion on local roads), making the total acquisition and Section 4(f) use of this property unavoidable.

❖ **Properties between Mineral Palace Park and north of 13th Street (5PE4498, 5PE4499, and 5PE4504):**

These three properties would not be directly impacted by roadway improvements but would incur Section 4(f) uses because they will be incorporated into the expanded Mineral Palace Park (which is mitigation for park impacts, as discussed earlier in this chapter). As noted in Section 4.3.5, Mineral Palace Park has decreased in size over the years as a result of municipal development and the original construction of I-25. In the early 1900s, the park extended south to 11th Street and was over 60 acres in size. To replace the land that would be lost at Mineral Palace Park as a result of the Build Alternatives (1.69 acres) and to restore some of its original functions, the park would be expanded and realigned to the south to 13th Street on land that was originally part of the park. This would result in the Section 4(f) use of 5PE4498, 5PE4499, and 5PE4504.

To avoid these properties, the CDOT Project Team evaluated expanding Mineral Palace Park to the north and west. Expanding the park to the north would result in the use of historic residences between 19th Street and 20th Street (five of which are known to be contributing elements of the North Side Historic District). Expanding the park to the west would result in direct impacts to Parkview Hospital and historic residences, which are also likely to be contributing properties. Expansion to the south was identified as the best option because it restores land that was once part of the park back into the park and minimizes additional impacts to the North Side Historic District. In addition, properties 5PE4498, 5PE4499, and 5PE4504 operate as commercial car lots, which are likely to be of lower historic value than the historic residences to the north or to the west, many of which are contributing elements to the North Side Historic District.

❖ **Property south of Mineral Palace Park (5PE4529):**

In this area, 8th Street will need to be widened to provide sufficient lane width. The CDOT Project Team evaluated two options: widening 8th Street to the north and widening 8th Street to the south. Both options result in impacts to Section 4(f) historic properties. Widening to the north would not avoid 5PE4529 and would result in the use of one additional Section 4(f) historic property (5PE4436). While widening to the south would avoid 5PE4529, it would result in direct impacts to a hotel and two other Section 4(f) historic properties (5PE564 and 5PE4532).

❖ **Properties between 4th Street and 1st Street (5PE4523, 5PE4536, 5PE4545, 5PE4547, 5PE4549, 5PE5304, 5PE4557, and 5PE4562):**

In this area, I-25 would be shifted to straighten out the curve in the highway and address safety concerns. The CDOT Project Team evaluated shifting I-25 to the west. While this would avoid these eight properties, it would require larger amounts of ROW and greater numbers of property acquisitions, including the Sangre De Cristo Arts Center and Buell Children's Museum (important community resources) and at least two other Section 4(f) historic properties. This option is not prudent because it would not address non-standard roadway characteristics (that is, it would add, instead of remove, a sharp curve in the highway).

- ❖ **North Side Historic District (5PE55173):** The only property within the North Side Historic District that would be directly impacted by the Build Alternatives is Mineral Palace Park (5PE586). Mineral Palace Park avoidance options are presented in Section 4.3.5.
- ❖ **Second Ward Historic District (5PE5518):** The Build Alternatives would result in a use of seven contributing properties (5PE4537, 5PE4538, 5PE4541, 5PE4543, 5PE4551, 5PE4553, and 5PE4555). Avoidance considered for these properties is the same as presented above for properties between 4th Street and 1st Street.

Minimization: The 19 impacted properties discussed in the North Area (Phase 1) (5PE5290, 5PE5291, 5PE5292, 5PE5293, 5PE5294, 5PE5295, 5PE4484, 5PE4498, 5PE4499, 5PE4504, 5PE4529, 5PE4523, 5PE4536, 5PE4545, 5PE4547, 5PE4549, 5PE5304, 5PE4557, and 5PE4562) would be acquired and demolished; therefore, opportunities for minimization were not possible.

Mitigation: A PA has been developed by FHWA, CDOT, and SHPO to outline mitigation for adverse effects to historic properties. The PA reflects efforts by FHWA, CDOT, SHPO, and the consulting parties to identify specific categories of mitigation for further consultation and investigation, including resource re-location, interpretive mitigation, and archival documentation. The selected mitigation will resolve the adverse effects to historic properties that would result from the project. The PA is included in **Appendix H** to the FEIS.

4.4.3 South Area (Phase 2)

This section of the I-25 corridor is located between Nevada Avenue and Exit 94. Neither Build Alternative would result in a Section 4(f) use of the historic properties in the South Area (Phase 2). No historic districts are located within the South Area (Phase 2).

4.4.4 Central Area (Phase 2)

In the Central Area (Phase 2), the project has the potential to have Section 4(f) uses of land at 11 historic properties (5PE4683, 5PE4710, 5PE3938, 5PE5050, 5PE5090, 5PE5092, 5PE5093, 5PE6937, 5PE5042, 5PE5139, and 5PE1776) and two historic districts (5PE5523 – Steelworks Suburbs Historic District and 5PE5519 – Grove Historic District). The Section 4(f) use of these properties would vary

by alternative. Nine historic properties (5PE4683, 5PE3938, 5PE5090, 5PE5092, 5PE5093, 5PE6937, 5PE5042, 5PE5139, and 5PE1776) and one historic district (5PE5523 – Steelworks Suburbs Historic District) would incur Section 4(f) uses under either Build Alternative.

In the Steelworks Suburbs Historic District, the Existing I-25 Alternative would result in the total acquisition and demolition of 68 contributing properties and the partial acquisition of 8 contributing properties, which represents approximately 16 acres or 0.77 percent of the overall district.

The Modified I-25 Alternative (Preferred Alternative) would result in the total acquisition and demolition of 56 contributing properties and the partial acquisition of 13 properties from the Steelworks Suburbs Historic District, which represents approximately 27 acres or 1.41 percent of the overall district. These impacts would result from moving the highway east of its current alignment and repurposing the current I-25 as the Santa Fe Avenue Extension.

The Modified I-25 Alternative (Preferred Alternative) would result in the Section 4(f) use of two additional historic properties (5PE4710 and 5PE5050) and one additional historic district (5PE5519 – Grove Historic District, where two properties, one contributing [5PE4681], would be totally acquired and demolished). All of these properties are located between Ilex Street and Nevada Avenue (2 blocks south of Exit 96), as shown in **Exhibit 4-33**. In this area, the Modified I-25 Alternative (Preferred Alternative) would be shifted to the east at approximately Ilex Street.

All of the historic properties in the Central Area (Phase 2) (including historic districts and their contributing features) have been fully evaluated.

Property Descriptions

Section 4(f) historic properties in the Central Area (Phase 2) are shown by location in **Exhibit 4-33** and described in **Exhibit 4-34**.

EXHIBIT 4-33**Section 4(f) Properties in the Central Area (Phase 2)**

EXHIBIT 4-34

Section 4(f) Historic Properties in the Central Area (Phase 2)

Site Number	Property Description	Property Name/Address	National Register of Historic Places Eligibility	Section 4(f) Use
5PE4683	Commercial Building (constructed circa 1900)	440 S. Santa Fe Avenue	This property is eligible for the NRHP under Criterion A and C for its association with urban and neighborhood development in Pueblo and as an example of a late 19th Century Commercial structure.	Total Acquisition/Demolition under either Build Alternative resulting from highway widening in the Existing I-25 Alternative or grade changes along Santa Fe Extension in the Modified I-25 Alternative (Preferred Alternative).
5PE4710	Residential Building (constructed circa 1900)	516 Moffat Street	This property is eligible for listing on the NRHP under Criterion C as a good example of the shotgun type of house.	Total Acquisition/Demolition under the Modified I-25 Alternative (Preferred Alternative) resulting from the realignment of I-25.
5PE3938	Bridge (constructed in 1924)	Santa Fe Avenue Bridge / Crosses the Arkansas River at milepost 1.33 of US 50.	This property is listed in the NRHP under Criteria A and C for transportation and engineering as well as for its significance to the City. The Santa Fe Avenue bridge is significant for its role in an enormous public works program to revitalize the City after the massive flood of 1921.	Total Acquisition/Demolition under either Build Alternative resulting from bridge replacement under the Existing I-25 Alternative and bridge obsolescence under the Modified I-25 Alternative (Preferred Alternative).
5PE5050	Residential Building (constructed circa 1930)	736 Moffat Street	This property is eligible for listing on the NRHP under Criterion C as an example of an early 20th century bungalow.	Total Acquisition/Demolition under the Modified I-25 Alternative (Preferred Alternative), resulting from the realignment of I-25.
5PE5090	Residential Building (constructed circa 1900)	104 Santa Fe Drive	This property is eligible for the NRHP under Criterion A for its association with urban and neighborhood development in Pueblo.	Total Acquisition/Demolition under either Build Alternative because the property would be completely surrounded by roadway network under the Existing I-25 Alternative and would be within the highway alignment under the Modified I-25 Alternative (Preferred Alternative).

EXHIBIT 4-34

Section 4(f) Historic Properties in the Central Area (Phase 2)

Site Number	Property Description	Property Name/Address	National Register of Historic Places Eligibility	Section 4(f) Use
5PE5092	Residential Building (constructed in 1918)	106 Santa Fe Drive	This property is eligible for the NRHP under Criterion A and C for its association with urban and neighborhood development in Pueblo and as an example of an early 20th century bungalow.	Total Acquisition/Demolition under either Build Alternative because the property would be completely surrounded by roads under the Existing I-25 Alternative and would be within the highway alignment under the Modified I-25 Alternative (Preferred Alternative).
5PE5093	Residential Building (constructed in 1929)	108 Santa Fe Drive	This property is eligible for the NRHP under Criterion A and C for its association with urban and neighborhood development in Pueblo and as an example of an early 20th century bungalow.	Total Acquisition/Demolition under either Build Alternative because the property would be completely surrounded by roads under the Existing I-25 Alternative and would be within the highway alignment under the Modified I-25 Alternative (Preferred Alternative).
5PE6937	Retaining Walls (constructed in the late 19th century)	Colorado Smelting Company Retaining Walls / Segment 5PE6937.1 is located between the mainline of the UPRR line, St. Mary's School, and the former Newton Lumber Company properties.	The retaining walls are eligible for the NRHP under Criterion C for design, method of construction, and use of materials.	Total Acquisition under the Existing I-25 Alternative and Partial Acquisition under the Modified I-25 Alternative (Preferred Alternative) resulting from the shift in the highway alignment, frontage roads, and interchange configuration.
5PE5042	Industrial Buildings (constructed in the late 19th century)	Newton Lumber Company / Located at 1103-07 S. Santa Fe Avenue	The Newton Lumber Company is eligible for the NRHP under Criterion C as a good example of manufacturing/industrial architecture associated with a lumber operation.	Partial Acquisition under either Build Alternative resulting from the shift in the highway alignment, frontage roads, and interchange configuration.

EXHIBIT 4-34

Section 4(f) Historic Properties in the Central Area (Phase 2)



Site Number	Property Description	Property Name/Address	National Register of Historic Places Eligibility	Section 4(f) Use
5PE5139	 <p>Railroad (constructed circa 1900)</p> <p>Includes the High Line rail that remains on the site, but is no longer in operation.</p>	C&W Railroad / Segment 5PE5139.1 is a 4.5-mile spur that runs through the project area and connects the steel mill with the UPRR and BNSF Railway Company.	The C&W Railroad is eligible under Criteria A and C for its associations with the construction and evolution of the former CF&I plant in Pueblo. It represents the engineering, development, and evolution of an industrial railroad. Segment 5PE5139.1 retains sufficient integrity to convey the significance of the line as a whole. It is also a contributing feature of the Steelworks Suburbs Historic District (5PE5523).	Relocation/Realignment of over 6,000 feet of rail line under either Build Alternative .
5PE1776	 <p>Railroad (constructed in 1891)</p>	UPRR / Segment 5PE1776.15 is a 5.87-mile segment from Dillon Drive to Illinois Avenue. Segment 5PE1776.16 is a spur from the UPRR mainline south of Northern Avenue to north of Mesa Avenue.	The UPRR is eligible for the NRHP under Criterion A for its contribution to the development of communities throughout Colorado and to the economic and industrial development of Pueblo. Both segments (5PE1776.15 and 5PE1776.16) retain sufficient integrity to convey the significance of the line as a whole. It is also a contributing feature of the Steelworks Suburbs Historic District (5PE5523).	<p>Relocation/Realignment of 1.41 miles of segment 5PE1776.15 under the Existing I-25 Alternative.</p> <p>Removal of a portion of segment 5PE1776.16 under either Build Alternative.</p>
5PE5523	Historic District	Steelworks Suburbs Historic District / Includes areas identified as the Bessemer, Minnequa Heights, and Lake Minnequa neighborhoods, as well as the Bessemer Works itself (now the Evraz Rocky Mountain Steel Mills -5PE5138).	The Steelworks Suburbs Historic District is eligible for listing on the NRHP under Criteria A and C. The historic district is eligible for the NRHP under Criterion A because of the significant role of the ethnically diverse workers of CF&I and the economic role the industry played in shaping the unique character of Pueblo. The historic district is eligible for the NRHP under Criterion C as a cohesive group of similar building types, built for the purpose of housing workers at the neighboring steel plant.	<p>Total Acquisition/Demolition of 68 Contributing Properties; Partial Acquisition of 8 Contributing Properties including the steel mill stacks under the Existing I-25 Alternative.</p> <p>Total Acquisition/Demolition of 56 Contributing Properties; Partial Acquisition of 13 Contributing Properties including the steel mill stacks under the Modified I-25 Alternative (Preferred Alternative).</p>

EXHIBIT 4-34**Section 4(f) Historic Properties in the Central Area (Phase 2)**

Site Number	Property Description	Property Name/Address	National Register of Historic Places Eligibility	Section 4(f) Use
5PE5519	Historic District	Grove Historic District / Encompasses properties west and northwest of the current I-25 alignment, and north and northeast of the Arkansas River.	This historic district is eligible for the NRHP under Criterion A and C for association with patterns of early urban development, the settlement patterns of various ethnic groups in Pueblo, and its collection of intact examples of residential and commercial buildings dating from the late 19th and early to mid-20th century.	Total Acquisition/Demolition of two properties (one – 5PE4681 is a Contributing Property) under the Modified I-25 Alternative (Preferred Alternative). resulting from the changes in the roadway elevation for the Santa Fe Extension.

Source: CH2M HILL, 2010a; 2010b.

APE = area of potential effect

CF&I = Colorado Fuel & Iron

NRHP = National Register of Historic Places

BNSF = Burling Northern Santa Fe

C&W = Colorado & Wyoming Railroad

UPRR = Union Pacific Railroad

Section 4(f) Use

Five of the historic properties described in the Central Area (Phase 2) (5PE4683, 5PE3938, 5PE5090, 5PE5092, and 5PE5093) are located near the Santa Fe Avenue/Santa Fe Drive intersection and would be totally acquired and demolished under either Build Alternative, resulting in a direct impact and Section 4(f) use of these historic properties.

These properties include the Santa Fe Avenue bridge (5PE3938), as well as residential and commercial buildings. Property 5PE3938 is a structurally deficient and functionally obsolete bridge that requires replacement if it is to remain in use (under the Existing I-25 Alternative). Impacts to the remaining properties differ for each alternative, as described below.

- ❖ **516 Moffat Street (5PE4710):** This residential structure would be totally acquired and demolished under the Modified I-25 Alternative (Preferred Alternative), resulting in a Section 4(f) use.

The Existing I-25 Alternative would not result in a Section 4(f) use of this historic property.

- ❖ **736 Moffat Street (5PE5050):** This residential structure would be totally acquired and demolished under the Modified I-25 Alternative (Preferred Alternative), resulting in a Section 4(f) use.

The Existing I-25 Alternative would not result in a Section 4(f) use of this historic property.

- ❖ **Colorado & Wyoming Railroad (5PE5139):** The segment of the Colorado & Wyoming (C&W) Railroad that runs through the project area (5PE5139.1) is a large spur line built to serve the former CF&I Steel Mill (now known as the Evraz Rocky Mountain Steel Mills). It formerly ran on the elevated High Line Rail that remains on the site but is no longer in operation. The High Line Rail is part of the overall C&W rail system, which is eligible for listing on the NRHP. Under the Existing I-25 Alternative, the High Line Rail would be removed due to eastward movement and widening of I-25. Approximately 6,160 feet of the larger spur line would also be relocated. These direct impacts from the Existing I-25 Alternative, shown in **Exhibit 4-35**, would result in a Section 4(f) use of this historic property.

Under the Modified I-25 Alternative (Preferred Alternative), the High Line Rail would not be removed and would remain between the present I-25, which would become the Santa Fe Avenue Extension, and the proposed improvements, which would be elevated along about half of the Evraz Rocky Mountain Steel Mills property, as shown in **Exhibit 4-36**. Approximately 6,885 feet of the large spur line would be relocated. As with the Existing I-25 Alternative, the realignment would result in a Section 4(f) use of this historic property.

EXHIBIT 4-35

5PE5139 Colorado & Wyoming Railroad Section 4(f) Use for the Existing I-25 Alternative

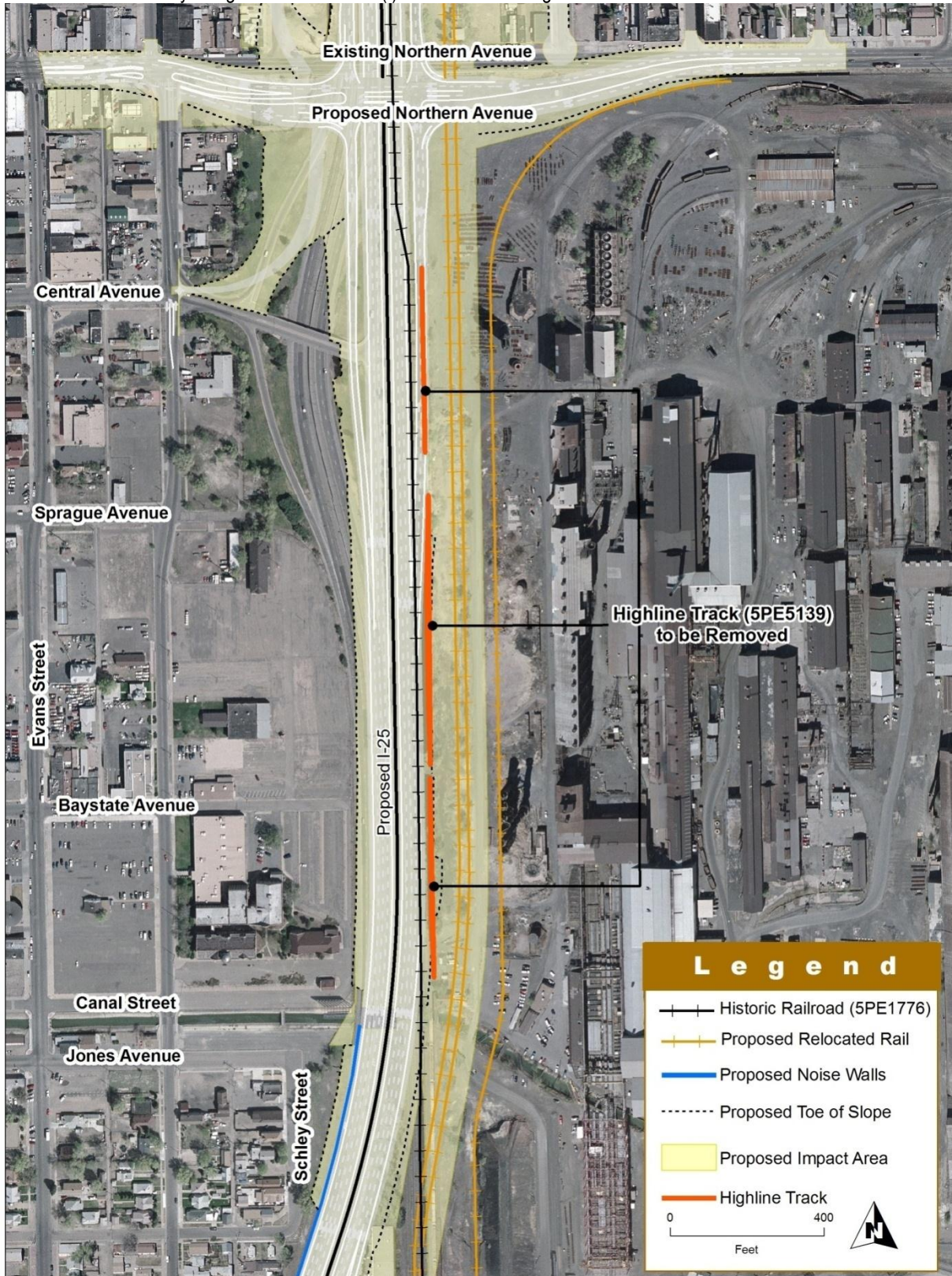
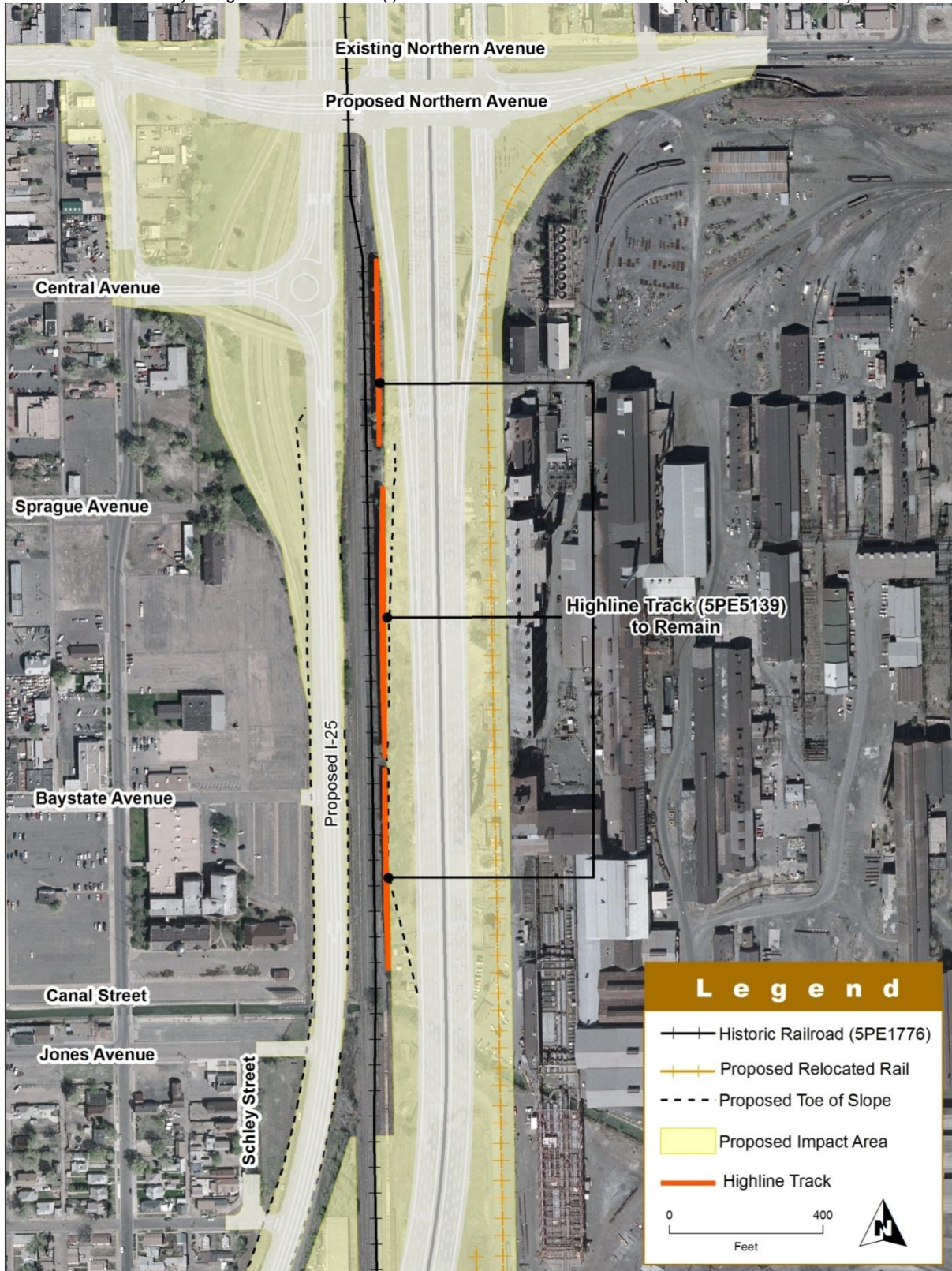


EXHIBIT 4-36

5PE5139 Colorado & Wyoming Railroad Section 4(f) Use for the Modified I-25 Alternative (Preferred Alternative)



- ❖ **Union Pacific Railroad (5PE1776):** Under the Existing I-25 Alternative, 1.41 miles (7,445 feet) of segment 5PE1776.15 would be realigned to the east starting from the Abriendo Avenue Extension on the north to just south of Logan Avenue on the south, as shown in **Exhibit 4-37**. The highway would shift to the east, and the UPRR realignment would remove almost all of segment 5PE1776.16, as shown in **Exhibit 4-38**. The realignment of such a large segment of the track and the almost complete loss of the spur would impact the UPRR line as a whole, resulting in a Section 4(f) use.

Under the Modified I-25 Alternative (Preferred Alternative), 5PE1776.15 would remain in place, as shown in **Exhibit 4-39**. About half (1,060 feet) of segment 5PE1776.16 north of Mesa Avenue would be removed, as shown in **Exhibit 4-40**, which would impact the UPRR line as a whole, resulting in a Section 4(f) use.

- ❖ **Newton Lumber Company (5PE5042):** Under the Existing I-25 Alternative, the highway would move approximately 200 feet closer to 5PE5042. Approximately 0.06 acre of land would be acquired from the western portion of the parcel (2 percent of the property), as shown in **Exhibit 4-41**. None of the structures would be directly impacted, but the railroad spurs on the western edge of the property would become CDOT ROW and would be removed, which would result in a Section 106 adverse effect and a Section 4(f) use of this historic property.

Under the Modified I-25 Alternative (Preferred Alternative), the highway would move approximately 600 feet closer to 5PE5042. Approximately 0.19 acre of land would be acquired from the western portion of the parcel (8 percent of the property), as shown in **Exhibit 4-42**. The railroad spurs on the western edge of the property would become CDOT ROW and would be removed. Although none of the structures would be acquired, these impacts would result in a Section 106 adverse effect and a Section 4(f) use of this historic property.

- ❖ **Colorado Smelting Company Retaining Walls (5PE6937):** Under the Existing I-25 Alternative, I-25 would be widened and would move approximately 200 feet closer to segment 5PE6937.1, incorporating approximately 1,520 feet of the retaining walls into ROW, as shown in **Exhibit 4-41**. Although it is not currently known how the ROW would be used, this area

would be acquired by CDOT for the construction of the highway and would result in a Section 4(f) use of the retaining walls. Under the Modified I-25 Alternative (Preferred Alternative), approximately 970 feet of segment 5PE6937.1 of the retaining walls would be incorporated into CDOT ROW, which would impact the wall complex as a whole. Northbound and southbound lanes would be built over the retaining walls, as shown in **Exhibit 4-42**. Although it is not currently known how the ROW would be used, this area would be acquired by CDOT for the construction of the highway and would result in a Section 4(f) use of the retaining walls. Approximately 550 feet of the walls would remain on the north side of the complex.

Under the Existing I-25 Alternative, additional ROW is needed north of the retaining walls to accommodate a detention pond, as shown in **Exhibit 4-41**. This land is not needed for the Modified I-25 Alternative (Preferred Alternative) because detention ponds can be located at the Abriendo Avenue interchange with I-25.

The effects determination for this property will be finalized during final design, when details regarding the use of ROW in this area will be available.

- ❖ **Steelworks Suburbs Historic District (5PE5523):** Both the Existing I-25 Alternative and the Modified I-25 Alternative (Preferred Alternative) would result in a Section 4(f) use of this historic district. Both Build Alternatives would acquire and demolish property in the historic district, close Taylor Avenue to through traffic, shift Northern Avenue to the south, and alter the existing viewshed.

The Existing I-25 Alternative would require the total acquisition of 86 properties and the partial acquisition of 8 properties within the historic district. Of those, 68 total acquisitions and 8 partial acquisitions are contributing properties to the historic district. **Exhibits 4-43 and 4-44** detail the Steelworks Suburbs Historic District and impacts to contributing properties under the Existing I-25 Alternative.

The Modified I-25 Alternative (Preferred Alternative) would require the total acquisition of 57 properties and the partial acquisition of 13 properties within the historic district. Of those, 56 total acquisitions and 13 partial acquisitions are contributing properties. **Exhibits 4-45 and 4-46** detail the Steelworks Suburbs Historic District and impacts to contributing properties under the Modified I-25 Alternative (Preferred Alternative).

EXHIBIT 4-37

5PE1776.15 Southern Portion of the Union Pacific Railroad Segment Section 4(f) Use for the Existing I-25 Alternative



EXHIBIT 4-38

5PE1776.16 Union Pacific Railroad Spur Section 4(f) Use for the Existing I-25 Alternative



EXHIBIT 4-39

5PE1776.15 Southern Portion of the Union Pacific Railroad Segment Section 4(f) Use for the Modified I-25 Alternative (Preferred Alternative)

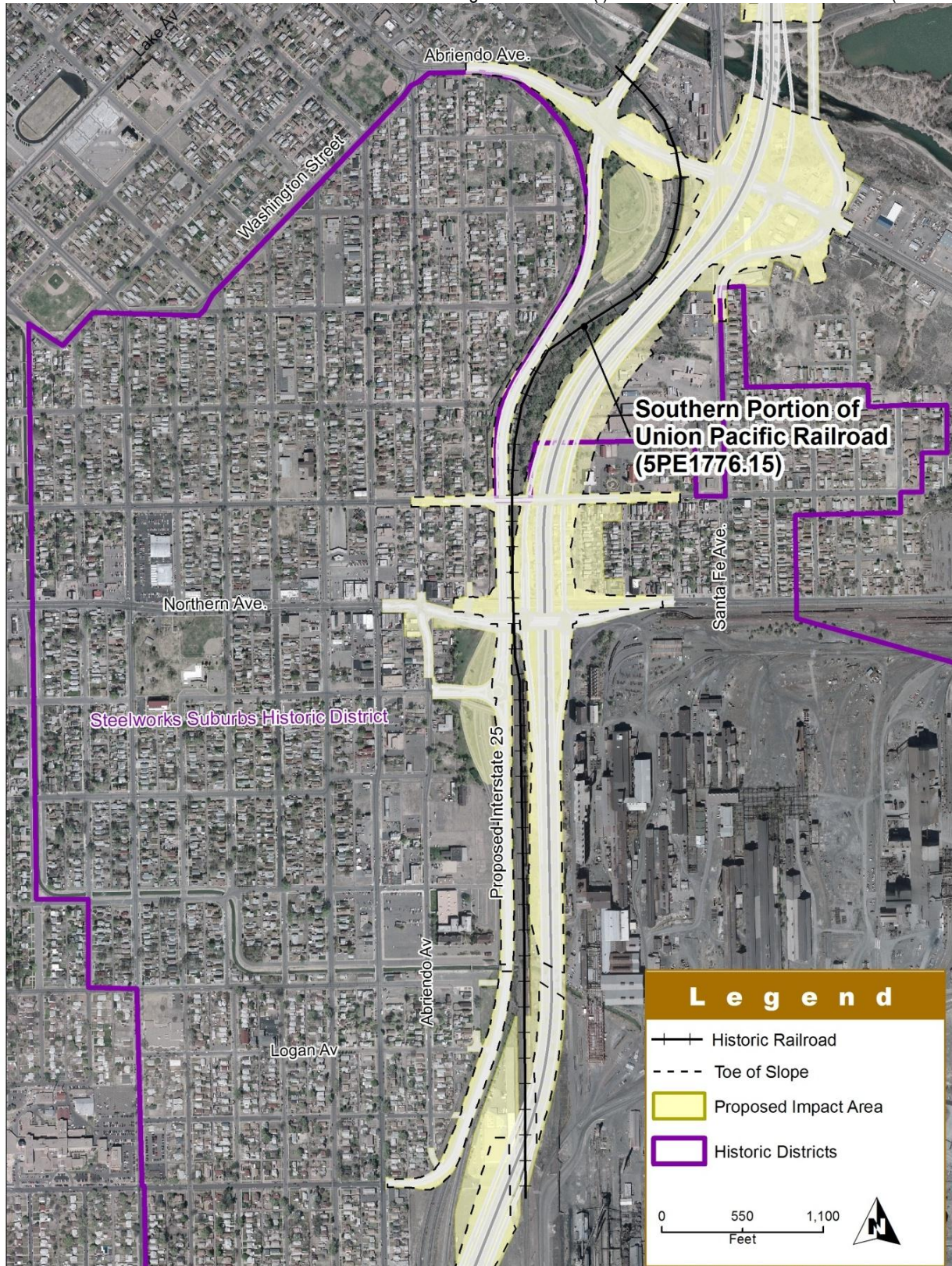


EXHIBIT 4-40

5PE1776.16 Union Pacific Railroad Spur Section 4(f) Use for the Modified I-25 Alternative (Preferred Alternative)

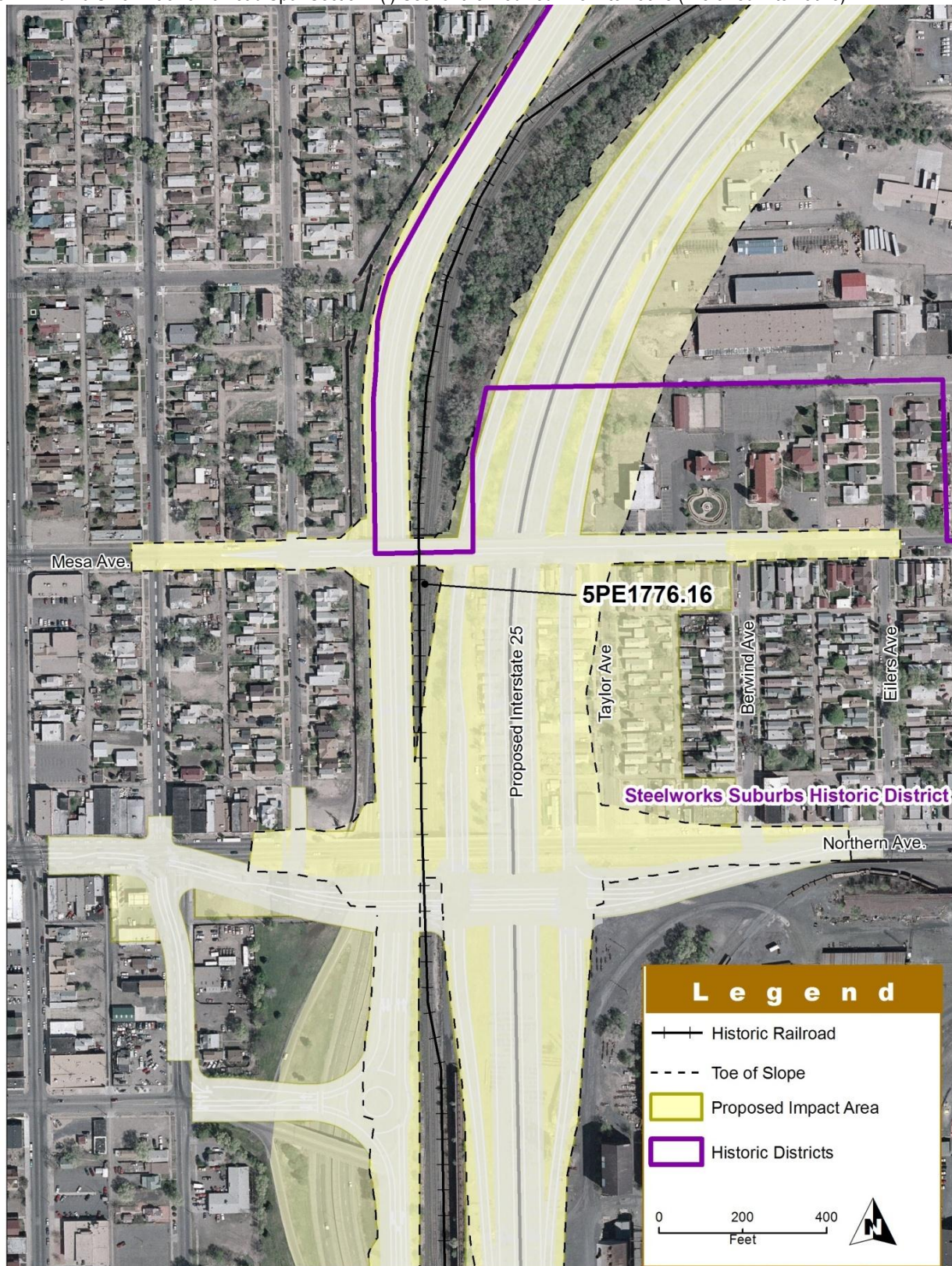


EXHIBIT 4-41

5PE5042 Newton Lumber Company and 5PE6937.1 Colorado Smelting Company Retaining Walls Section 4(f) Use for the Existing I-25 Alternative

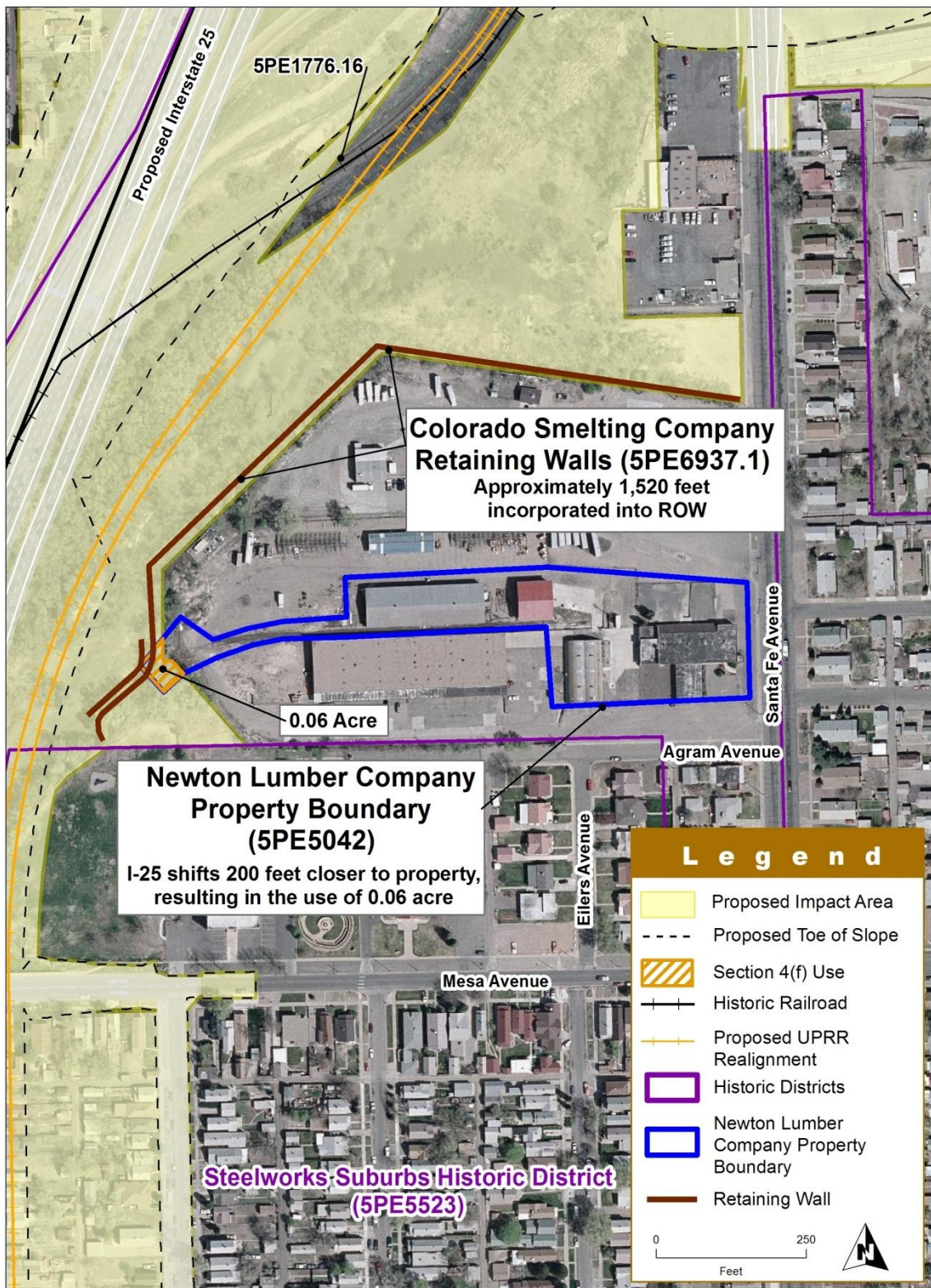


EXHIBIT 4-42

5PE5042 Newton Lumber Company and 5PE6937.1 Colorado Smelting Company Retaining Walls Section 4(f) Use for the Modified I-25 Alternative (Preferred Alternative)

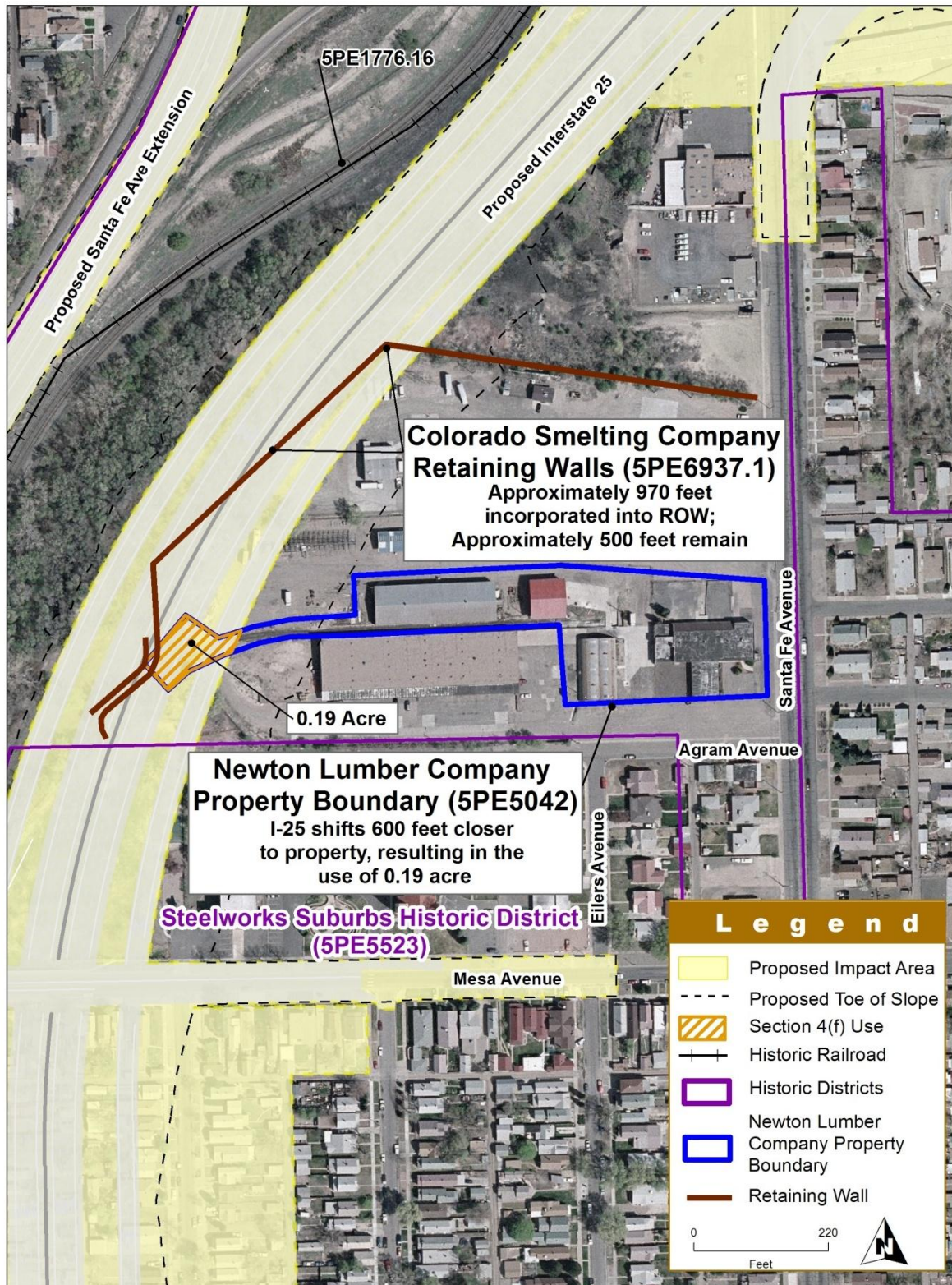


EXHIBIT 4-43

Northern Detail of the Steelworks Suburbs Historic District and Contributing Properties Under the Existing I-25 Alternative

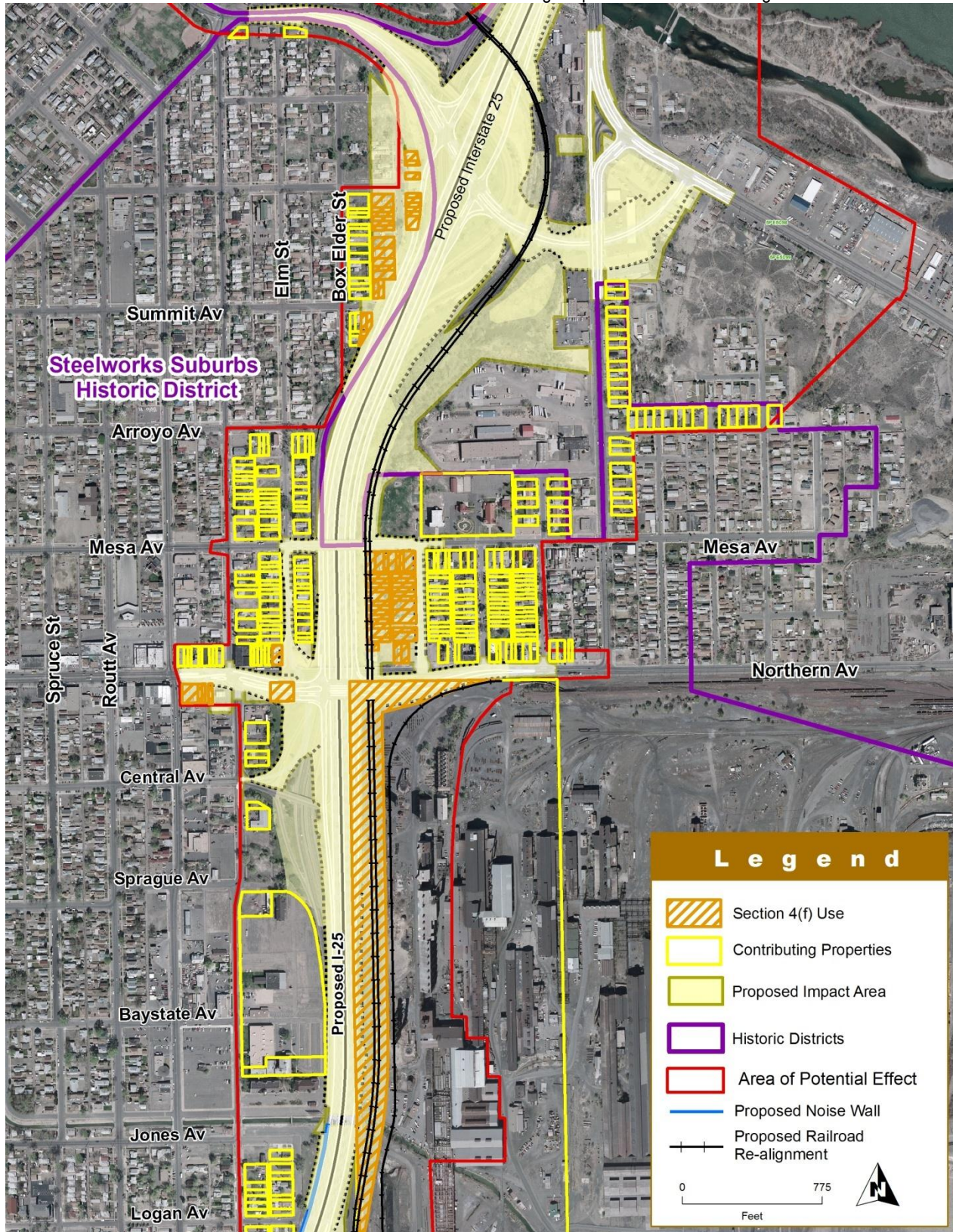


EXHIBIT 4-44

Southern Detail of the Steelworks Suburbs Historic District and Contributing Properties Under the Existing I-25 Alternative

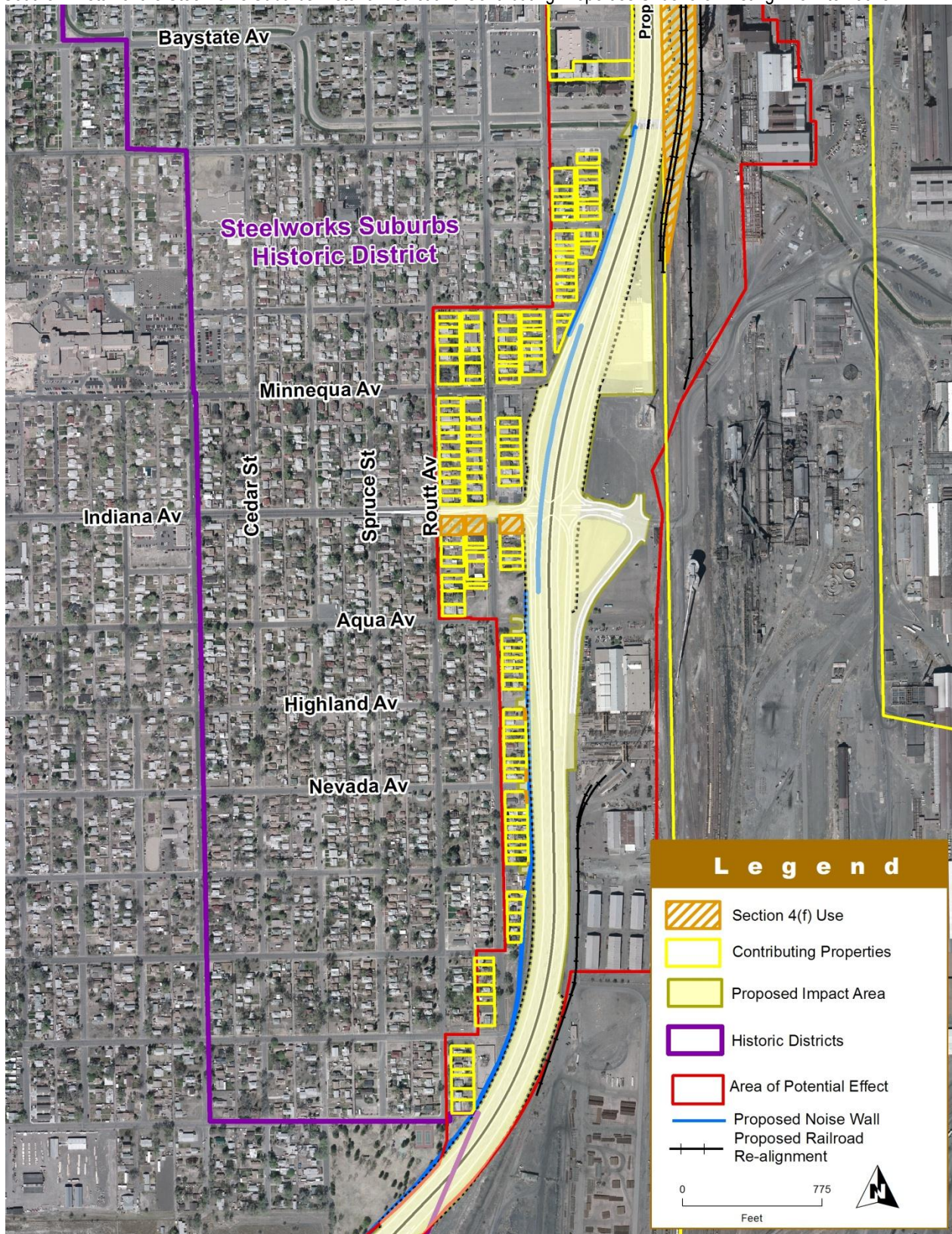


EXHIBIT 4-45

Northern Detail of the Steelworks Suburbs Historic District and Contributing Properties Under the Modified I-25 Alternative (Preferred Alternative)

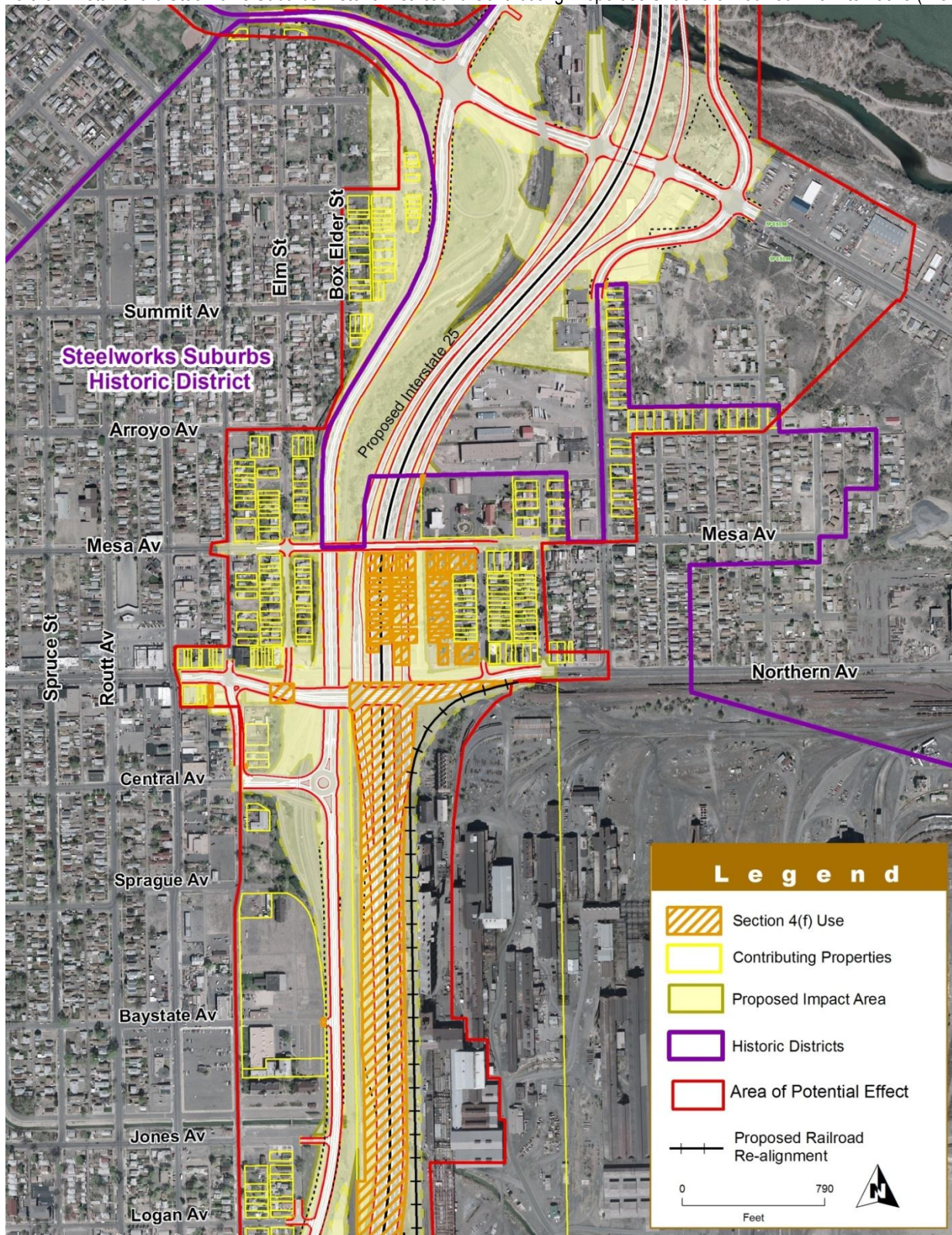
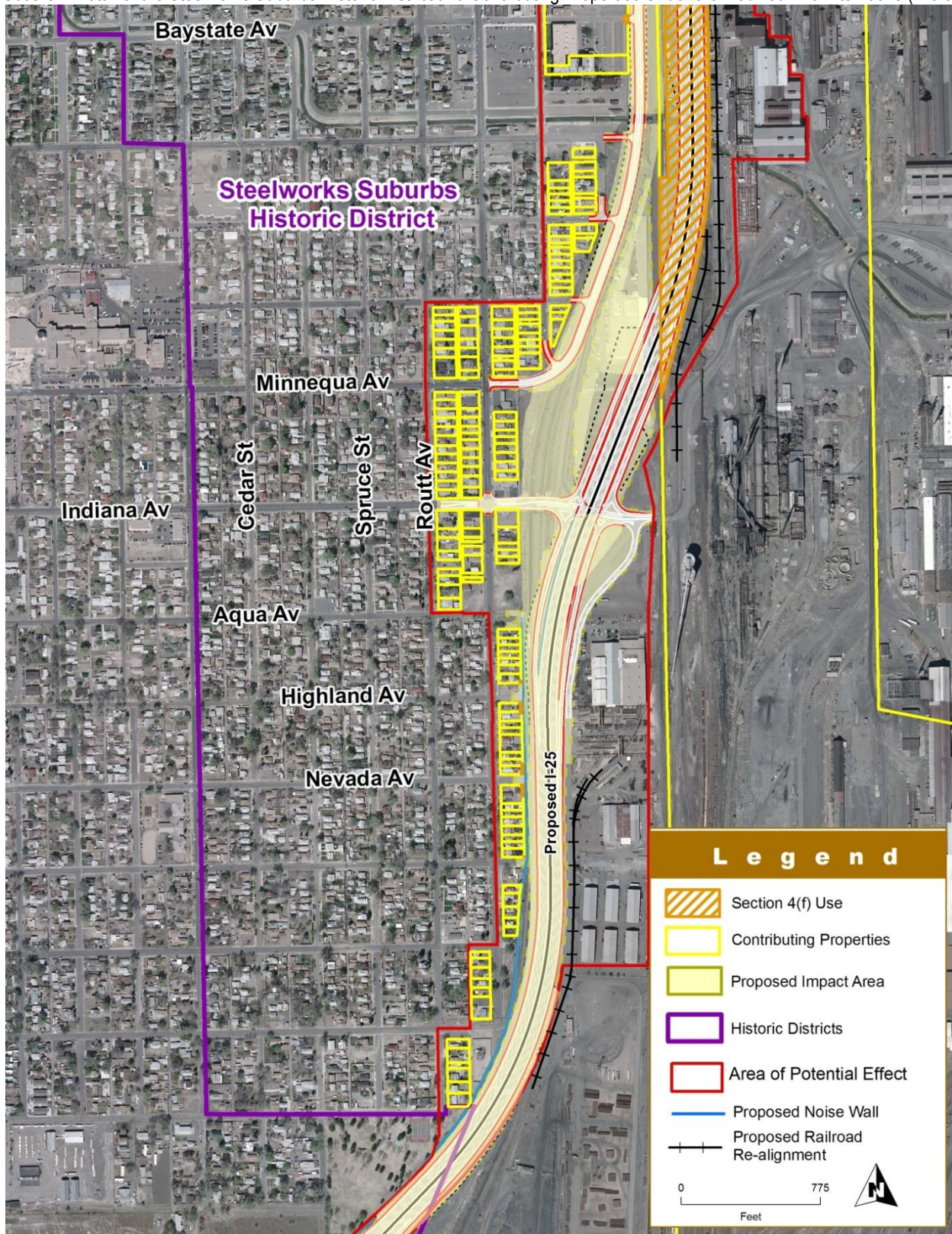


EXHIBIT 4-46

Southern Detail of the Steelworks Suburbs Historic District and Contributing Properties Under the Modified I-25 Alternative (Preferred Alternative)



Under the Existing I-25 Alternative, access to the houses facing Mesa Avenue and Northern Avenue west of Taylor Avenue would be eliminated due to the higher elevation of the overpasses. The properties facing Riogrande Avenue would be acquired to accommodate the eastern shift of the highway lanes, the frontage road, and the realignment of the railroad. The properties facing Taylor Avenue on the west side of the street would be too close to the retaining wall above the rail line. Structures east of Taylor Avenue also would be acquired because the Existing I-25 Alternative would not provide sufficient distance from the improvements for the buildings to remain intact during construction.

Similar to the Existing I-25 Alternative, access to the houses facing Mesa Avenue and Northern Avenue west of Taylor Avenue would be eliminated under the Modified I-25 Alternative (Preferred Alternative) due to the higher elevation of the overpasses. Taylor Avenue would be entirely closed and all properties on both sides of the street would be acquired and demolished, as would all the properties on Riogrande Avenue. Only properties facing Berwind Avenue would maintain access and thus would not be acquired. The corner buildings at Berwind Avenue and Northern and Mesa avenues would lose access on two sides and would also be acquired and demolished.

Apart from the realignment of the C&W Railroad (discussed above), the Evraz Rocky Mountain Steel Mills (5PE5138), which is a contributing feature of the historic district, would be directly impacted by both Build Alternatives. Under the Existing I-25 Alternative, five stoves and a stack would be removed as part of the C&W Railroad realignment. Two additional stoves at about Central Avenue would be removed. Tunnel access from the small main gate building on the former Minnequa Works headquarters site would be closed on the east side, and the entry structure on the steel mill side of the tunnel would be demolished. A small guard shack would also be demolished in this same vicinity. A wooden water pipe that feeds from the south into the mill would be partially impacted.

All of the steel mill structures that would be removed under the Existing I-25 Alternative would also be removed under the Modified I-25 Alternative (Preferred Alternative). In addition to those structures, the intact foundations of four blast furnaces, three stacks, a tar storage building, and the Foreman's Office building would be demolished under the Modified I-25 Alternative. Under the Modified I-25 Alternative

(Preferred Alternative), the highway would remain open as the Santa Fe Avenue Extension terminating at Minnequa Avenue. There would be several local access points to and from the neighborhood to the Santa Fe Avenue Extension, lessening some local traffic on I-25 and creating a beneficial connectivity that was lost when I-25 was originally built in the 1950s. Impacts to the steel mill are detailed by alternative in **Exhibit 4-47** for the Existing I-25 Alternative and **Exhibit 4-48** for the Modified I-25 Alternative (Preferred Alternative).

- ❖ **Grove Historic District (5PE5519):** As shown in **Exhibit 4-49**, the Modified I-25 Alternative (Preferred Alternative) would result in a use of the Grove Historic District. This alternative would require the acquisition and demolition of two properties (5PE4680 at 513 S. Santa Fe Avenue and 5PE4681 at 517 S. Santa Fe Avenue) and access revisions to others. Property 5PE4681 is also a contributing element to the historic district. Impacts from the Modified I-25 Alternative (Preferred Alternative) would result in a Section 106 adverse effect to the Grove Historic District. Under the Existing I-25 Alternative, there would be no direct impacts to the Grove Historic District.

All Possible Planning to Minimize Harm

Avoidance and minimization was evaluated for all of the individual historic properties, historic districts, and contributing properties in the Central Area (Phase 2). Corridor-wide avoidance alternatives that were considered for the project (and an analysis of whether they are considered feasible and prudent) are detailed in Section 4.5 of this evaluation.

Avoidance: As in the North Area (Phase 1), the constrained ROW in the Central Area (Phase 2) made avoiding individual properties difficult; the avoidance of one historic property would ultimately result in impacts to one or more other Section 4(f) properties. The avoidance options discussed below are grouped by location because avoidance would be the same in each of these areas:

- ❖ **Moffat Street (5PE4710 and 5PE5050):** These properties cannot be avoided under the Modified I-25 Alternative (Preferred Alternative). The Existing I-25 Alternative would avoid a Section 4(f) use of both of these properties.

EXHIBIT 4-47

5PE5138 Evraz Rocky Mountain Steel Mills Section 4(f) Use for the Existing I-25 Alternative

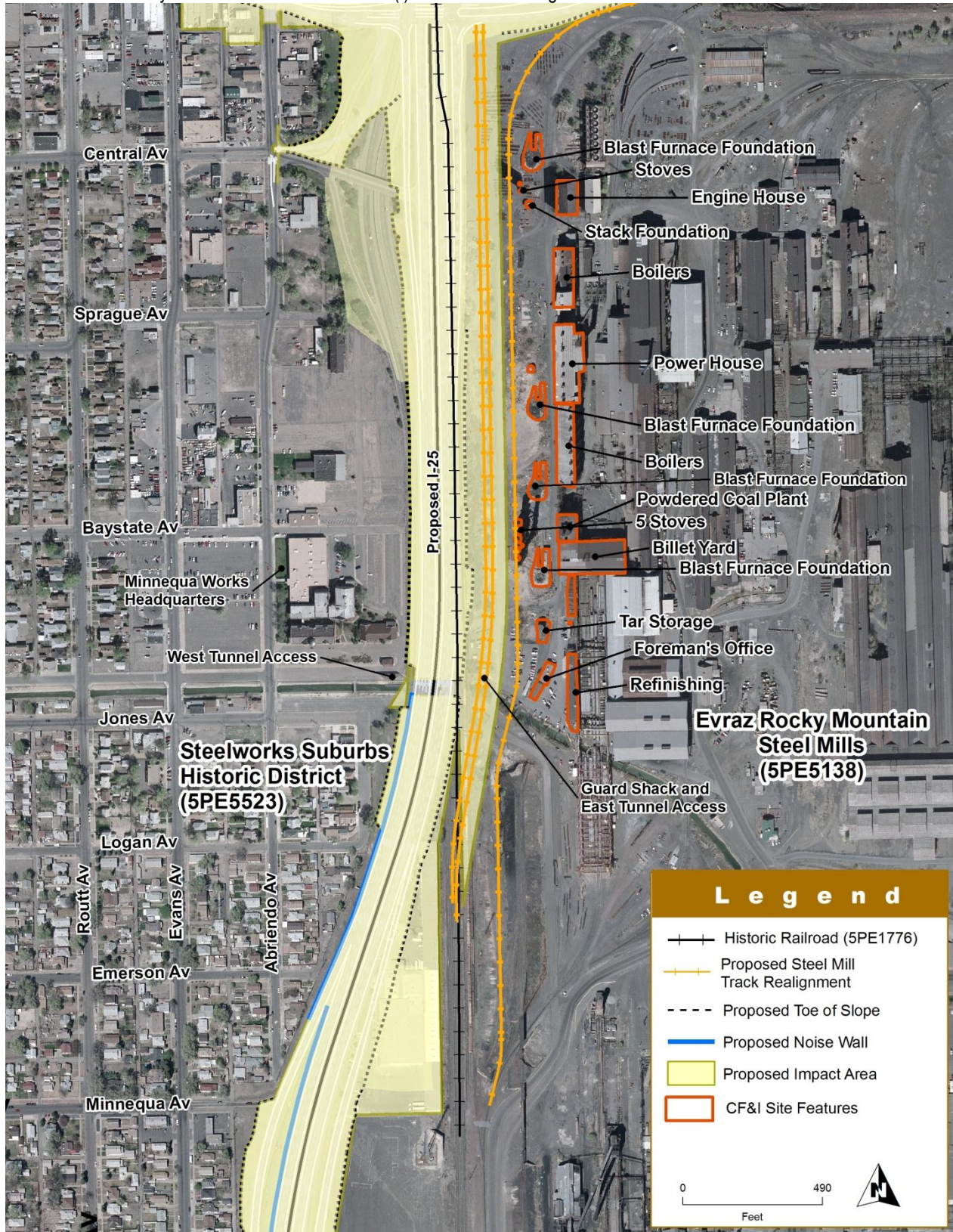


EXHIBIT 4-48

5PE5138 Evraz Rocky Mountain Steel Mills Section 4(f) Use for the Modified I-25 Alternative (Preferred Alternative)

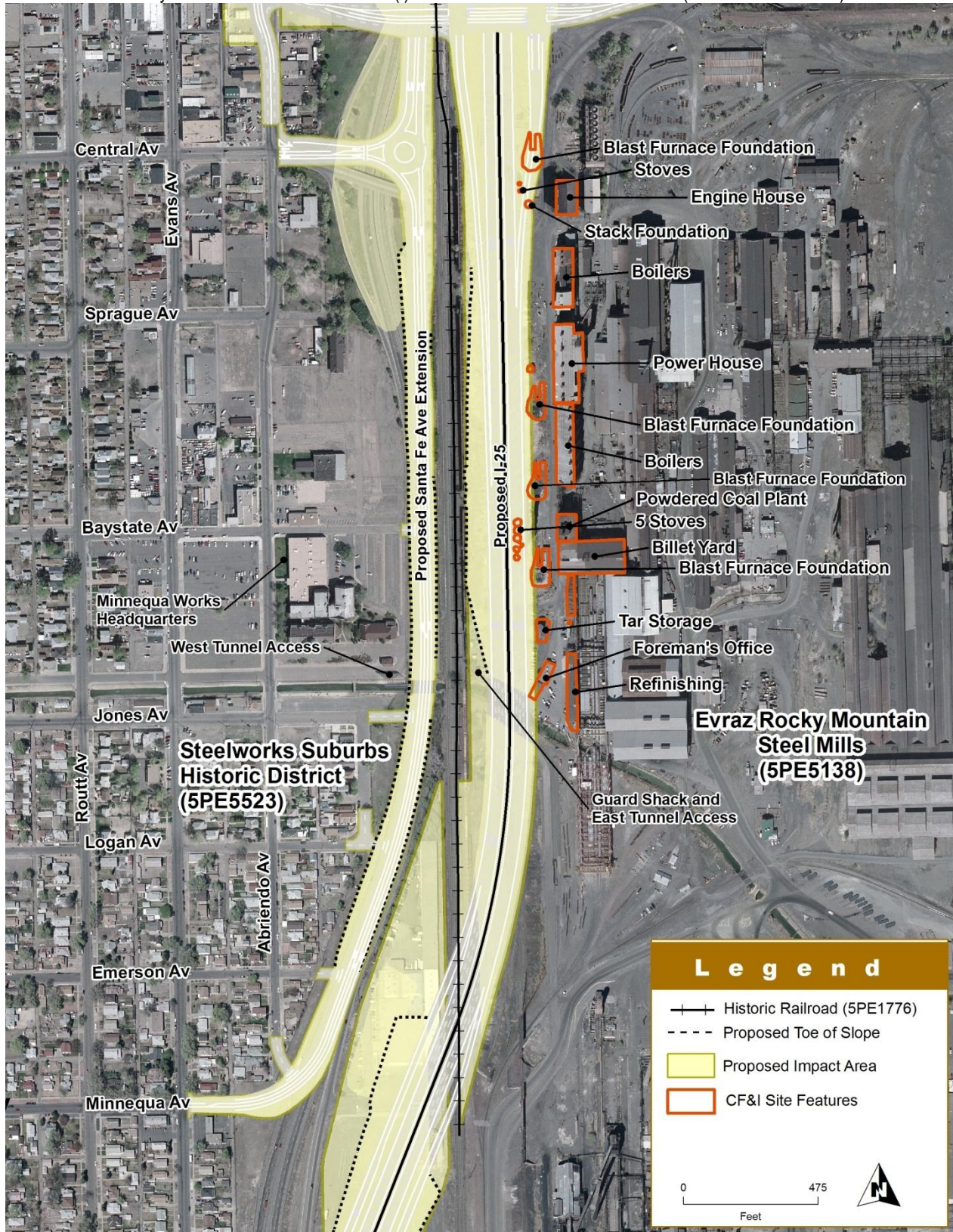
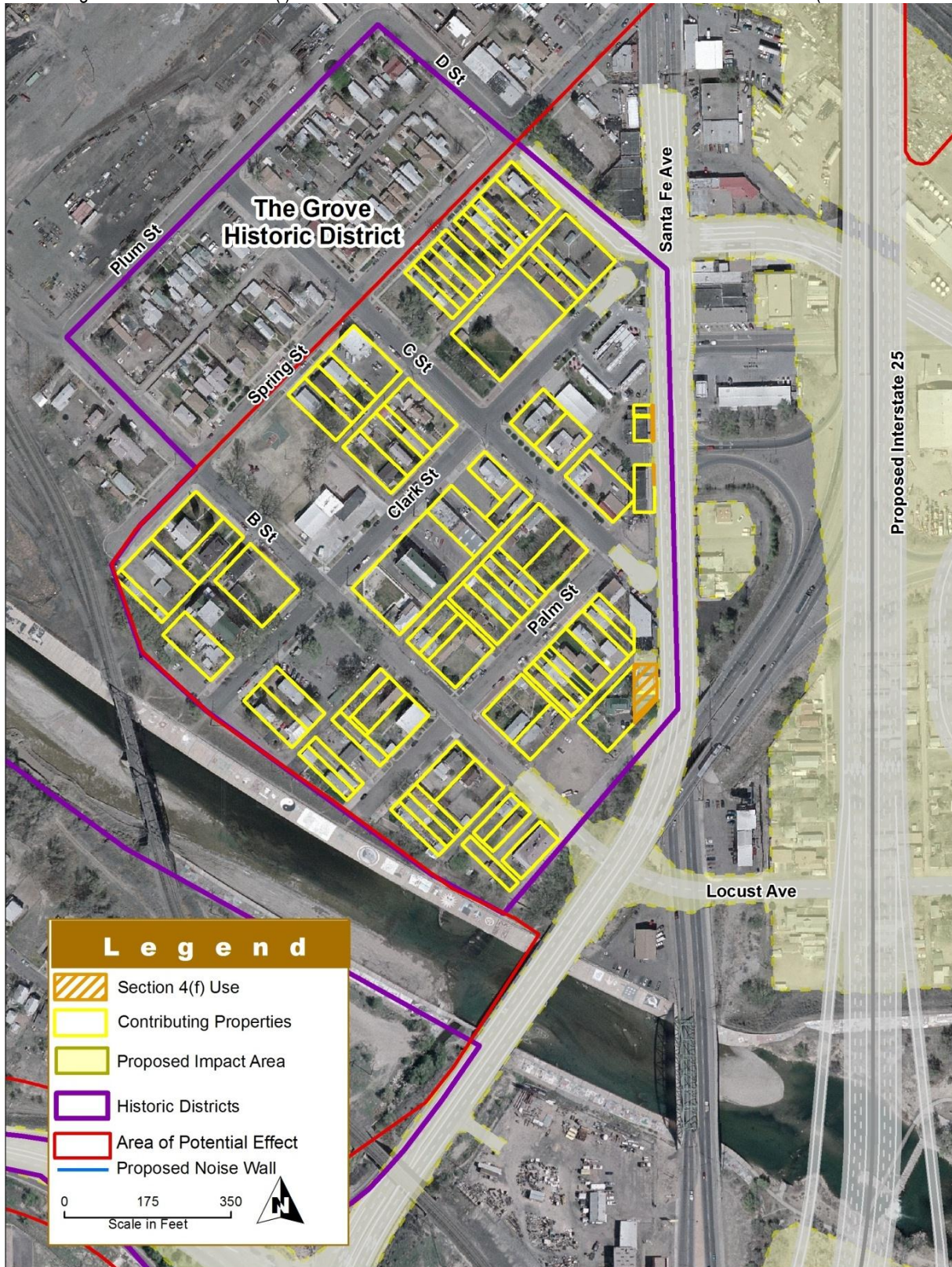


EXHIBIT 4-49

Contributing Elements and Section 4(f) Use in the Grove Historic District under the Modified I-25 Alternative (Preferred Alternative)



- ❖ **Santa Fe Avenue/Santa Fe Drive Intersection (5PE3938, 5PE4683, 5PE5090 5PE5092, and 5PE5093):** Both Build Alternatives would require the removal and demolition of the Santa Fe Avenue Bridge (5PE3938). This property is a structurally deficient and functionally obsolete bridge that requires replacement if it is to remain in use (under the Existing I-25 Alternative). Because the bridge would not remain in use under the Modified I-25 Alternative (Preferred Alternative), it would no longer need to be repaired or maintained and CDOT would have it removed.

Measures considered to avoid impacts to this property include double decking I-25, tunneling under I-25, and constructing a bypass of the existing I-25 corridor to the east or west, as described in Sections 4.5.2 through 4.5.4. However, none of these options are prudent because they would not address the Purpose and Need for the project, as described in Sections 4.5.2 through 4.5.4. The CDOT Project Team also evaluated not replacing the bridge. While this would avoid a Section 4(f) use of this historic property, it is not prudent because it would not meet the project's Purpose and Need. Not replacing the bridge would result in unacceptable safety and operational problems and would not address the structural deficiencies of the bridge. While it would be possible to rehabilitate the historic bridge, it could not be brought up to current standards without affecting the historic integrity of the structure, and the CDOT Project Team was unable to identify funds or other parties interested in rehabilitating the bridge for an alternate use.

To avoid the other properties in this area, the CDOT Project Team considered not extending Abriendo Avenue. However, this option would not be prudent because limited east-west connections across I-25 south of the Arkansas River would not meet the project's stated purpose of improving local mobility. Public and agency comments requested this access be provided and contributed to the design of the extension. The Modified I-25 Alternative (Preferred Alternative) was designed to improve access and restore connectivity to the neighborhoods adjacent to the Santa Fe Avenue Extension.

- ❖ **C&W Railroad (5PE5139), UPRR Line (5PE1776), Newton Lumber Company (5PE5042), and the Colorado Smelting Company Retaining Walls (5PE6937):** During the design of the Build Alternatives, the CDOT Project Team made a concerted effort to avoid impacts to the C&W Railroad, UPRR Line, Newton

Lumber Company, and the Colorado Smelting Company Retaining Walls. To avoid 5PE5139 and 5PE6937, the CDOT Project Team considered shifting I-25 to the west. However, this option would cut through the length of the Bessemer Neighborhood, resulting in a severe disruption to the community. The CDOT Project Team also considered reducing the number of lanes between Abriendo Avenue and Central Avenue (from six to four). However, traffic data indicates that six lanes are required to meet future traffic demand in this area. In addition, impacts to 5PE5042 and 5PE6937 are primarily a result of the interchange and frontage road configuration. The Modified I-25 Alternative (Preferred Alternative) was designed so that it avoids impacts to the High Line Rail and UPRR rail line.

- ❖ **Steelworks Suburb Historic District (5PE5523):** The Steelworks Suburb Historic District cannot be avoided because the historic district is bisected by I-25, with the Evraz Rocky Mountain Steel Mills (5PE5138) on the east side and the residential area that developed to serve the steel mill on the west side. The steel mill is a contributing feature of the Steelworks Suburb Historic District.

To avoid impacts to this property, the CDOT Project Team considered moving the alignment to the west. However, this would impact the NRHP-listed Minnequa Works headquarters building and other areas dense with historic properties. The CDOT Project Team also considered reducing the number of lanes between Central Avenue and Pueblo Boulevard (from six to four). This was found to be feasible between Indiana Avenue and Pueblo Boulevard and has been incorporated into the Modified I-25 Alternative (Preferred Alternative). A four-lane section south of Indiana Avenue minimizes impacts to 5PE5523 by reducing the total acreage of land needed from the steel mill property by approximately 4.5 acres. However, it does not avoid impacts to any additional steel mill features (e.g., the stacks or stoves).

Some features of the Evraz Rocky Mountain Steel Mills complex (such as the boilers) were avoided through the use of retaining walls. In addition, the Modified I-25 Alternative (Preferred Alternative) was designed to avoid impacts to the High Line Rail. Working features of the steel mill were avoided so that existing operations could be maintained.

Measures to avoid other historic properties within the historic district – the C&W Railroad (5PE5139) and the UPRR Line (5PE1776) – are addressed in the preceding bullet.

- ❖ **Grove Historic District (5PE5519):** Section 4(f) use of the Grove Historic District cannot be avoided under the Modified I-25 Alternative (Preferred Alternative). Properties 5PE4680 and 5PE4681 would be adjacent to a 20-foot retaining wall and would lose their existing access from Santa Fe Avenue. The Existing I-25 Alternative avoids the Section 4(f) use of these properties.

Minimization: Measures to reduce impacts to historic properties in the Central Area (Phase 2) centered around keeping the Build Alternative footprints as compact as possible. Because of the constraints previously described, minimization options were limited and impacts to these properties would be unavoidable.

CDOT continues to evaluate opportunities to minimize impacts to contributing properties south of Mesa Avenue and will consider the following options during final design: (1) Options for redesign of structural walls that support the northbound ramp between Northern Avenue and Mesa Avenue; (2) A lower design speed for Mesa Avenue (this would require the City of Pueblo to grant a variance from City design standards); and (3) a Value Engineering study to identify ways to reduce impacts throughout the corridor.

Mitigation: A PA has been developed by FHWA, CDOT, and SHPO to outline mitigation for adverse effects to historic properties. The PA commits CDOT to the development of a creative and interpretive mitigation plan. This plan will be based on mitigation concepts identified in a series of meetings involving FHWA, CDOT, SHPO, and the consulting parties held in 2011. During these meetings, the parties developed and ranked a list of mitigation ideas that focused on historic properties of special significance to the including the Evraz Rocky Mountain Steel Mills. A matrix of the mitigation options identified at these meetings is included as Attachment C to the PA. The selected mitigation will resolve the adverse effects to historic properties that would result from the project. Specific commitments related to the steel mill are detailed below. The PA is included in **Appendix H** to the FEIS.

- ❖ CDOT shall investigate options to relocate the stack and stoves from the former Colorado Fuel & Iron Steel Mill site to a new location that meets the mitigation goals identified in Attachment B to the PA. As part of this effort, CDOT shall also investigate the feasibility of physically moving the stacks and the availability of potential contractors who specialize in the relocation of historic industrial resources.
- ❖ Because the time frame for funding and construction of the Preferred Alternative at the Steel Mill location is unknown and may extend decades into the future, CDOT shall work with SHPO and the consulting parties to facilitate a preservation easement or another type of agreement to ensure that the stack and stoves shall be preserved in place or in an interim location until funding for this phase of construction has been identified and a permanent location for the stack and stoves has been selected.
- ❖ CDOT shall work with SHPO and the consulting parties to identify a potential future owner(s) who will agree to the terms of a preservation easement or agreement that ensures that the integrity and context of the stack and stoves is preserved and maintained.
- ❖ Any documentation developed in association with the relocation of these resources, including but not limited to concept plans, relocation and construction/rehabilitation plans, preservation easements, or other agreements, shall be submitted to SHPO and the consulting parties for review and comment. These parties shall have 30 days to review the materials.
- ❖ In the event the relocation of the stack and stoves is not feasible, these resources shall be demolished as part of the construction of the Preferred Alternative in this section of the I-25 corridor, and CDOT shall consider other historic properties mitigation options in consultation with SHPO and the consulting parties.

The mitigation measures presented in this section represent all possible planning to avoid and minimize harm to Section 4(f) properties in the Central Area (Phase 2). Further measures to avoid and minimize harm will be evaluated during final project design.

4.4.5 Summary

Section 4(f) uses are summarized by alternative for each project section in **Exhibit 4-50**.

4.5 AVOIDANCE ALTERNATIVES

Section 4(f) legislation requires the selection of an alternative that avoids the use of Section 4(f) property, if that alternative is deemed feasible and prudent (definitions of feasible and prudent are provided in the text box on page 4-77).

This section describes the avoidance alternatives analysis that was conducted for this evaluation. The alternatives described in this section were evaluated during the Screening of Concepts and Screening of Strategies conducted for the DEIS. The results of this analysis are summarized in **Exhibit 4-51**. As described in **Chapter 1** of the FEIS, **Purpose and Need**, the existing capacity of I-25 is sufficient for meeting the current traffic demand on the highway. However, if additional highway capacity is not provided, traffic conditions will deteriorate corridor wide, with many segments reaching stop-and-go to completely stopped conditions by 2035. Therefore, only those alternatives that provided additional capacity and avoided the Section 4(f) properties identified in this evaluation were carried forward for detailed evaluation.

Several of the alternatives considered physical expansion and relocation of the highway to avoid the Section 4(f) properties identified in this evaluation. Section 4(f) properties were not evaluated for the entire area encompassing these alternatives because they did not meet the project's Purpose and Need. For example, detailed investigations of alternatives that would relocate I-25 to the east or west would likely reveal the potential for use of other Section 4(f) properties not yet identified. Other alternatives did not involve the same degree of physical expansion but were able to avoid Section 4(f) properties through design concepts that maintained I-25 on its existing alignment (for example, double decking I-25). However, these alternatives were also unable to meet the project's Purpose and Need.

Additional alternatives were considered but were eliminated early on because they did not avoid the Section 4(f) properties identified in this evaluation. Because these alternatives are not avoidance alternatives, they are summarized briefly in Sections 4.5.5, 4.5.6, and 4.5.7. Additional details on each of these alternatives and the alternatives screening process are included in **Chapter 2** of the FEIS, **Alternatives**.

EXHIBIT 4-50

Summary of Section 4(f) Uses by Alternative

Project Section	Existing I-25 Alternative	Modified I-25 Alternative (Preferred Alternative)
North Area (Phase 1)	19 historic properties, 2 historic districts (North Side – 1 contributing property and Second Ward – 7 contributing properties), 1 historic park (Mineral Palace Park), and 1 parkland (Fountain Creek Corridor)	19 historic properties, 2 historic districts (North Side – 1 contributing property and Second Ward – 7 contributing properties), 1 historic park (Mineral Palace Park), and 1 parkland (Fountain Creek Corridor)
Central Area (Phase 2)	9 historic properties, 1 historic district (Steelworks Suburbs – 76 contributing properties ¹), 1 park (Benedict Park), and 1 recreational area (the Arkansas River Corridor)	11 historic properties, 2 historic districts (Steelworks Suburbs – 69 contributing properties ² and Grove – 1 contributing property), 1 park (Benedict Park), and 2 recreational areas (Arkansas River Corridor and Runyon/Fountain Lakes SWA)
South Area (Phase 2)	No use of Section 4(f) property	No use of Section 4(f) property

Source: CDOT Project Team, 2010.

I-25 = Interstate 25

¹ This number represents 68 total acquisitions and 8 partial acquisitions.

² This number represents 56 total acquisitions and 13 partial acquisitions.

EXHIBIT 4-51**Summary of Avoidance Alternatives Analysis**

Alternative	Avoids the Use of Section 4(f) Property?	Feasible and Prudent?
No Action Alternative	Yes	Not Prudent (based on factor i). Does not address the Purpose and Need for the project (fails to address safety issues, does not provide needed capacity, and does not improve local or regional mobility).
Double Deck I-25	Yes	Not Prudent (based on factors i, ii, and iv). Does not address the Purpose and Need for the project (limited access facility fails to improve local mobility); requires that I-25 be closed throughout construction; results in excessive maintenance costs.
Tunnel Under the Existing I-25 Corridor	Yes	Not Prudent (based on factors i, ii, and iv). Does not address the Purpose and Need for the project (limited access facility fails to improve local mobility); requires that I-25 be closed throughout construction; results in excessive maintenance costs.
Relocate I-25 East or West of Pueblo and Maintain Existing I-25 as a Highway or Parkway	Avoids the Section 4(f) properties identified in this evaluation, but may affect other Section 4(f) property outside of the current project area.	Not Prudent (based on factors i and iii). Does not address the Purpose and Need for the project (fails to address safety issues on the existing I-25 and does not improve local mobility) and results in substantial environmental impacts (as a result of constructing a new roadway through undeveloped lands).
Four Lanes on I-25 with Continuous Acceleration/Deceleration Lanes	No	NA. Does not avoid the use of Section 4(f) Property. Also does not address the Purpose and Need for the project (does not provide needed capacity).
8 Lanes on I-25	No	NA. Does not avoid the use of Section 4(f) Property.
HOV Lanes on I-25	No	NA. Does not avoid the use of Section 4(f) Property. Also does not address the Purpose and Need for the project (does not provide needed capacity).

Source: CDOT Project Team, 2010.

I-25 = Interstate 25

4.5.1 No Action Alternative

The No Action Alternative consists of no capital improvements in the I-25 corridor study area but does include routine maintenance such as pavement overlays and restriping of the existing facility, as defined in the Pueblo Area Council of Government (PACOG) financially constrained *Pueblo Area 2035 Long Range Transportation Plan* (PACOG, 2008), and the eventual replacement of deficient structures. As detailed in **Chapter 2** of the FEIS, **Alternatives**, these routine maintenance projects have committed funding and are planned to occur sometime over the next 20 years.

While the No Action Alternative would avoid the use of all of the Section 4(f) properties addressed in this evaluation, it is not considered prudent because it does not address the

Purpose and Need for the project (factor i, as defined in the text box on page 4-77). The No Action Alternative fails to address documented safety problems on I-25, including accident rates that exceed statewide averages. It does not provide the additional capacity on I-25 to accommodate existing and future travel demands and both regional and local trips. It maintains interchanges that do not connect to major arterial streets and inappropriate connections to local neighborhood streets, areas of reduced speed, congested segments, a poor level of service (LOS), aging bridges with inadequate bridge sufficiency ratings, and conflicts with local and regional travel. It fails to address poor roadway geometry on I-25, including narrow lanes, narrow shoulders that do not accommodate broken-down vehicles, ramps with inadequate lengths to maneuver vehicles, and inadequate spacing of interchanges.

4.5.2 Double Deck I-25

This alternative would involve double decking I-25 with the northbound lanes on the lower level and the southbound lanes to be constructed on the upper level for the entire corridor. To implement this alternative, there would be no

FEASIBLE AND PRUDENT DEFINED

When is an alternative considered not feasible?

The term “feasible” refers to the constructability of the project. An alternative is not feasible if it cannot be built as a matter of sound engineering judgment.

When is an alternative considered not prudent?

The term “prudent” refers to how reasonable the alternative is. An alternative may be rejected as not prudent if:

- i. It compromises the project to a degree that it is unreasonable to proceed with the project in light of its stated Purpose and Need;
- ii. It results in unacceptable safety or operational problems;
- iii. After reasonable mitigation, it still causes:
 - a. Severe social, economic, or environmental impacts;
 - b. Severe disruption to established communities;
 - c. Severe disproportionate impacts to minority or low-income populations; or
 - d. Severe impacts to environmental resources protected under other federal statutes;
- iv. It results in additional construction, maintenance, or operation costs of an extraordinary magnitude;
- v. It causes other unique problems or unusual factors; or
- vi. It involves multiple factors described above, that while individually minor, cumulatively cause unique problems or impacts of extraordinary magnitude.

Source: FHWA regulations (23 CFR 774.17).

need to acquire ROW from Mineral Palace Park or the Fountain Creek Park Land. The historic rail line would stay in place and could remain in operation for freight.

While this alternative would avoid the use of the Section 4(f) properties addressed in this evaluation, it is not considered prudent because it does not address the local mobility needs identified in the project’s Purpose and Need (factor i). The facility would be designed for high-speed and limited access. An interchange at the beginning and at the end of the double deck would be provided for local access; however, once past these interchanges and on the second deck, no access to the City would be available for highway users. Access into downtown from 8th Street and 13th

Street would not be possible. Without these access points, it would be difficult to reach Parkview Hospital and other important services within the downtown area. Under this alternative, I-25 would become more of a physical barrier to local mobility than it is today and would become more restricted for connectivity with the local system.

Construction of a double-deck highway structure would also result in unacceptable operational problems (factor ii). The highway would need to be closed throughout construction (approximately 1 to 3 years). Given the narrow highway ROW, no temporary lanes could be constructed to keep traffic traveling on I-25. Detours would not be able to accommodate existing highway speeds or vehicle mix and would likely add traffic to neighborhood streets. With limited access after construction, all traffic entering or exiting downtown would have to rely on the interchanges at the beginning and end of the double deck and then use local roads to reach their destinations.

The cost of maintaining such a large elevated structure would be excessive, as would any future improvements to the highway (factor iv). Adding future access points or conducting routine maintenance would be complicated by the second deck level, which would, in effect, function like a bridge viaduct for the entire length of the corridor.

In addition to these factors, the community strongly opposed this alternative because of the potential for significant visual impacts and because it would not reflect the culture, history, and character of Pueblo.

4.5.3 Tunnel under the Existing I-25 Corridor

This alternative would construct a tunnel beneath the existing I-25. The in-tunnel road would be four lanes (two lanes each direction) with limited access. Existing I-25 would become a lower-speed facility and would no longer be classified as an interstate.

While this alternative would avoid the use of the Section 4(f) properties addressed in this evaluation, it is not considered prudent because it does not address local mobility needs identified in the Purpose and Need for the project (factor i). The in-tunnel road would be designed for high-speed and limited access. An interchange at the beginning and at the end of the tunnel would be provided for local access; however, once past these interchanges and in the tunnel, no access to the City would be available. Access into

downtown from 8th Street and 13th Street would not be possible for highway users. Without these access points, it would be difficult to reach Parkview Hospital and other important services within the downtown area.

This alternative would also result in unacceptable operational problems (factor ii). Similar to the double-deck alternative, I-25 would need to be closed throughout construction (approximately 1 to 3 years). Given the narrow highway ROW, no temporary lanes could be constructed to keep traffic traveling on I-25. Detours would not be able to accommodate existing highway speeds or vehicle mix and would likely add traffic to neighborhood streets. With limited access after construction, all traffic entering or exiting downtown would have to rely on the interchanges at the beginning and end of the tunnel and then use local roads to reach their destinations.

The cost to maintain a tunneled structure would be excessive, as would any future improvements to the highway (factor iv). A tunnel would have engineering and maintenance challenges because of its proximity to the river. Any lowering of I-25 would require the installation of pump stations to pump ground water and drainage runoff from the tunnel. If Fountain Creek were to breach its bank, the tunnel would likely be subject to flooding. A hazardous materials team would be required on site at all times. A ventilation system would also be required to maintain airflow and respond to changing traffic conditions, such as idling vehicles. Maintenance costs for the pump stations and ventilation system would exceed \$100,000 per year (factor iv). In addition to these factors, the community strongly opposed this alternative because it would not reflect the culture, history, and character of Pueblo.

4.5.4 Relocate I-25 East or West of Pueblo and Maintain the Existing I-25 as a Highway or Parkway

This alternative would bypass the existing I-25 corridor through Pueblo to the east or west. The new highway would consist of four lanes (two lanes in each direction) with limited access. Existing I-25 would either function as it does today or be reconstructed as a parkway. This alternative is presented in **Chapter 2** of the FEIS, **Alternatives, Exhibit 2-20**.

While a bypass of the existing I-25 to the east or west would avoid the use of all of the Section 4(f) properties addressed in this evaluation, it is not considered prudent because it does not address the project's Purpose and Need (factor i). The highway bypass would be designed for high-speed and limited access. An interchange at the beginning and at the end of the bypass would be provided for local access; however, other interchanges along the bypass would be provided only at intersections with state highways. The existing I-25 would maintain its current access configuration, and only safety improvements would be made. If I-25 were to become a parkway, it would be a lower-speed facility with traffic signals. This alternative does address regional mobility, but does not address local access or transportation issues on I-25, including safety, local mobility, bridge deficiencies, and poor roadway geometry. Shifting I-25 to a new alignment would change the basic function of the highway corridor, serving and affecting new land areas while leaving the existing problems and character of I-25 in place.

This alternative also would result in substantial environmental impacts (factor iii). Significant areas of ROW would need to be acquired in open, undeveloped natural areas, which would further impact water bodies, wetlands, and wildlife habitat.

In addition to these factors, this alternative fails to support the community's vision for I-25. A bypass of the downtown area would not support economic investments in the community. It would not improve access to major destinations and would not be consistent with local or regional plans.

Additionally, Section 4(f) properties were not evaluated for the entire area encompassing this alternative, and a detailed investigation would likely reveal the potential for use of other Section 4(f) properties not addressed in this evaluation.

4.5.5 Construct Four Lanes on I-25 with Continuous Acceleration/Deceleration Lanes

This alternative would keep I-25 at four lanes (two lanes each direction) and add continuous acceleration deceleration lanes the entire length of the corridor. It would also straighten curves, widen shoulders, and improve the horizontal and vertical alignments of the highway.

Acceleration/ deceleration lanes would be constructed as needed between interchanges.

This alternative would not avoid the use of all of the Section 4(f) properties addressed in this evaluation. It also does not address the Purpose and Need for the project because it does not provide the capacity on I-25 needed to accommodate existing and future travel demands for both regional and local trips. In addition, local mobility would not be improved because this strategy does not promote local trips on local roads.

4.5.6 Construct Eight Lanes on I-25

This alternative would add four lanes to I-25 (two in each direction) for a total of eight lanes. It would also straighten curves, widen shoulders, and improve the horizontal and vertical alignments of the highway. Acceleration/ deceleration lanes would be constructed only at interchanges.

This alternative would not avoid the use of all of the Section 4(f) properties addressed in this evaluation. It was eliminated from further consideration because widening to eight lanes is not needed to address the local or regional mobility and capacity issues described in the Purpose and Need for the project. This alternative would also result in unnecessary environmental impacts.

4.5.7 Construct High-Occupancy Vehicle Lanes on I-25

This alternative would build two high-occupancy vehicle (HOV) lanes (one lane in each direction) on I-25 and increase bus service throughout Pueblo. Improvements to I-25 would be necessary to address safety and local and regional mobility problems on the highway.

This alternative would not avoid the use of all of the Section 4(f) properties addressed in this evaluation. It was eliminated from further consideration because it would not meet the local and regional mobility and capacity needs described in the Purpose and Need. As detailed in the I-25 New Pueblo Freeway Alternatives Analysis and Project Development Report (see **Appendix A** to the FEIS), the lower demand for transit services on I-25 means that this option would not reduce travel demands on the highway to a point where additional highway capacity was not needed.

4.6 LEAST OVERALL HARM ANALYSIS

The Section 4(f) regulation states that, if there is no feasible and prudent alternative that avoids use of Section 4(f) properties, FHWA “may approve only the alternative that causes the least overall harm in light of the statute's preservation purpose.” In determining the alternative that causes the least overall harm, FHWA must balance the seven factors set forth in 23 CFR 774.3. The first four factors relate to the net harm that each alternative would cause to Section 4(f) property:

- i. The ability to mitigate adverse impacts to each Section 4(f) property (including any measures that result in benefits to the property);
- ii. The relative severity of the remaining harm, after mitigation, to the protected activities, attributes, or features that qualify each Section 4(f) property for protection;
- iii. The relative significance of each Section 4(f) property;
- iv. The views of the official(s) with jurisdiction over each Section 4(f) property.

The remaining three factors enable FHWA to take into account any substantial problem with any of the alternatives remaining under consideration on issues beyond Section 4(f). These factors are:

- v. The degree to which each alternative meets the Purpose and Need for the project;
- vi. After reasonable mitigation, the magnitude of any adverse impacts to resources not protected by Section 4(f); and
- vii. Substantial differences in costs among the alternatives.

The least overall harm analysis that follows considered each of the seven factors described above.

4.6.1 Factors I-IV

Exhibit 4-52 provides a comparison of the uses of Section 4(f) property under the Existing I-25 Alternative and the Modified I-25 Alternative (Preferred Alternative). For the majority of these properties, the direct use and proposed mitigation would be the same under either Build Alternative, and relative harm is considered equal. Properties for which relative harm differs between the alternatives are discussed below. The primary factors used to determine relative harm are identified for each property.

- ❖ **Benedict Park:** Relative harm after mitigation is greater under the Existing I-25 Alternative primarily based on Least Harm Analysis factors i, ii, and iv. Mitigation for impacts associated with the Existing I-25 Alternative includes a 2.55-acre expansion of Benedict Park south of the existing park. The expanded park would total 4.05 acres. However, the park would be split across Mesa Avenue into two segments. While the park would receive some improvements over the existing condition, splitting the park into two segments would limit some activities, and the smaller portion of the park that would remain in the north would be less likely to be utilized by visitors.

Mitigation for impacts associated with the Modified I-25 Alternative (Preferred Alternative) includes the construction of a new Benedict Park south of the existing park location between Mesa Avenue and Northern Avenue. This mitigation would provide a larger contiguous park, more amenities, and improved access, resulting in an improvement to the park. This park plan would require additional land that is only available under the Modified I-25 Alternative (Preferred Alternative). The City of Pueblo Parks and Recreation Department has expressed a preference for the Modified I-25 Alternative (Preferred Alternative) and the mitigation it provides in a letter dated July 13, 2010 (see **Appendix B** to the FEIS).

- ❖ **Runyon/Fountain Lakes State Wildlife Area:** The Runyon/Fountain Lakes State Wildlife Area is not designated as a wildlife or waterfowl refuge, but is instead managed for recreational uses. Relative harm is greater for the Modified I-25 Alternative (Preferred Alternative) (primarily based on Least Harm Analysis factor ii). The Existing I-25 Alternative does not result in a Section 4(f) use. Impacts resulting from the Modified I-25 Alternative (Preferred Alternative) include property acquisition, trail relocation, and temporary trail detours during construction. However, after mitigation and project completion, there would be no permanent loss of recreational function within the park or loss of land utilized for active recreation within the park. In correspondence dated July 10, 2012, the Colorado Parks and Wildlife Division expressed agreement with the mitigation proposed for impacts to this property (see **Appendix B** to the FEIS).

- ❖ **Union Pacific Railroad Line (5PE1776):** Relative harm is greater under the Existing I-25 Alternative (primarily based on Least Harm Analysis factor ii). A total of 1.41 miles of the UPRR Line (5PE1776.15) would be realigned, and a historic spur (5PE1776.16) would be removed, resulting in a Section 4(f) use of this historic property. The Modified I-25 Alternative (Preferred Alternative) would not result in a Section 4(f) use of 5E1776.15, but about half of segment of 5PE1776.16 north of Mesa Avenue would be removed.
- ❖ **Residential Properties (5PE4710 and 5PE5050):** Relative harm is greater under the Modified I-25 Alternative (Preferred Alternative) because these residential structures would need to be acquired and demolished (primarily based on Least Harm Analysis factor ii). The Existing I-25 Alternative would avoid a Section 4(f) use of both of these properties.
- ❖ **Colorado & Wyoming Railroad (5PE5139):** Relative harm is greater under the Existing I-25 Alternative. Both alternatives require realignment of more than 6,000 feet of rail line and result in a Section 4(f) use the property. However, the Modified I-25 Alternative (Preferred Alternative) avoids the High Line Rail, a unique and visible railroad feature (primarily based on Least Harm Analysis factors i and ii).
- ❖ **Colorado Smelting Company Retaining Walls (5PE6937):** Relative harm is greater under the Existing I-25 Alternative (primarily based on Least Harm Analysis factor ii). The highway would be widened and would move approximately 200 feet closer to this property, directly impacting 1,520 feet of the retaining walls (see **Exhibit 4-41**). Approximately 970 feet of the retaining walls would be incorporated into CDOT ROW under the Modified I-25 Alternative (Preferred Alternative). Northbound and southbound lanes would be built over the retaining walls (see **Exhibit 4-42**). Approximately 550 feet of the walls would remain on the north side of the complex.

EXHIBIT 4-52

Summary of Section 4(f) Use Comparison by Alternative

Site Number	Property Description	Property Type	Property Name/ Address	Existing I-25 Alternative	Modified I-25 Alternative (Preferred Alternative)	Least Overall Harm Analysis
NA	Park	Park	Benedict Park	Partial Acquisition. Approximately 0.42 acre of the park's western edge. Mitigation includes a 2.55-acre expansion of Benedict Park, south of the existing park. The expanded park will total 4.05 acres. Benedict Park is currently underutilized and new location south of Mesa Avenue is expected to improve the park's accessibility and function.	Total Acquisition. Acquisition of the entire park (1.92 acres). Mitigation includes the construction of a new Benedict Park south of the existing park location between Mesa Avenue and Northern Avenue. The new park would be a minimum 3.93 acres to a maximum 4.30 acres in size. This range reflects ongoing efforts to refine the design to avoid impacts to residential parcels south of Mesa Avenue. This mitigation would provide a larger contiguous park (more than twice the existing size), more amenities, and improved access over the No Action Alternative and Existing I-25 Alternative. Benedict Park is currently underutilized and new location south of Mesa Avenue is expected to improve the park's accessibility and function.	Relative harm is greater for the Existing I-25 Alternative (primarily based on factors i, ii, and iv). Mitigation included in the Modified I-25 Alternative (Preferred Alternative) results in an improvement to Benedict Park because it provides a larger contiguous park (under the Existing I-25 Alternative, Benedict Park would be split across Mesa Avenue). This also makes maintenance easier for the City. The City Parks and Recreation Department has expressed a preference for the Modified I-25 Alternative (Preferred Alternative) and the mitigation it provides in a letter dated July 13, 2010 (see Appendix B to the FEIS).
NA	Parkland	Recreation	Fountain Creek Corridor	Partial Acquisition. Improvements to water quality, riparian habitat, and wetlands. New access from Mineral Palace Park and surrounding neighborhood. Provides an east-west linkage over I-25.	Partial Acquisition. Improvements to water quality, riparian habitat, and wetlands. New access from Mineral Palace Park and surrounding neighborhood. Provides an east-west linkage over I-25.	Relative harm is considered equal between the two alternatives. Mitigation would be the same for both alternatives.
NA	River Corridor	Recreation	Arkansas River Corridor	Temporary Use. Temporary detours and/or closings of the Arkansas River Trail during construction.	Temporary Use. Temporary detours and/or closings of the Arkansas River Trail during construction.	Relative harm is considered equal between the two alternatives. Mitigation would be the same for both alternatives.

EXHIBIT 4-52

Summary of Section 4(f) Use Comparison by Alternative

Site Number	Property Description	Property Type	Property Name/ Address	Existing I-25 Alternative	Modified I-25 Alternative (Preferred Alternative)	Least Overall Harm Analysis
NA	State Wildlife Area	Recreation	Runyon/ Fountain Lakes State Wildlife Area	No Use.	Partial Acquisition. Up to 2.81 acres to accommodate the new alignment and bridge piers for five new bridges, trail relocation, and temporary trail detours during construction.	Relative harm is greater for the Modified I-25 Alternative (Preferred Alternative) (primarily based on factor ii). However, there is no permanent loss of recreation function within the park or loss of land used for active recreation within the park.
5PE586	Park	Park/ Historical Site	Mineral Place Park	Partial Acquisition. Approximately 1.69 acres of property at the parks eastern limit, 40 parking spaces, 20 mature trees, 15 to 20 percent of Lake Clara, and 480 feet of retaining walls surrounding the lake. ¹	Partial Acquisition. Approximately 1.69 acres of property at the parks eastern limit, 40 parking spaces, 20 mature trees, 15 to 20 percent of Lake Clara, and 480 feet of retaining walls surrounding the lake. ¹	Relative harm is considered equal between the two alternatives. Impacts and mitigation would be the same for both alternatives. The City has concurred with the mitigation proposed for Mineral Palace Park through an MOU with CDOT (see Appendix F to the FEIS).
5PE1776	Railroad	Historical Site	Union Pacific Railroad	Relocation/Realignment. Approximately 1.41 miles of segment 5PE1776.15 would be realigned. I-25 would shift to the east and the Union Pacific Railroad realignment would remove almost all of segment 5PE1776.16 (2,120 feet).	Relocation/Realignment. The Modified I-25 Alternative (Preferred Alternative) would not result in a Section 4(f) use of 5PE1776.15. About half of segment 5PE1776.16 north of Mesa Avenue (1,060 feet) would be removed for the project.	Relative harm is expected to be greater for the Existing I-25 Alternative. The relocation/realignment of segment 5PE1776.15 results in a greater use of the property.
5PE3938	Bridge	Historical Site	Santa Fe Avenue Bridge	Total Acquisition/Demolition.	Total Acquisition/Demolition.	Relative harm is considered equal between the two alternatives. The Section 4(f) use is the same under either alternative.
5PE4484	Commercial Building	Historical Site	100 W. 23rd Street	Total Acquisition/Demolition.	Total Acquisition/Demolition.	Relative harm is considered equal between the two alternatives. The Section 4(f) use is the same under either alternative.

EXHIBIT 4-52

Summary of Section 4(f) Use Comparison by Alternative

Site Number	Property Description	Property Type	Property Name/ Address	Existing I-25 Alternative	Modified I-25 Alternative (Preferred Alternative)	Least Overall Harm Analysis
5PE4498	Commercial Building	Historical Site	1415 N. Santa Fe Avenue	Total Acquisition/Demolition.	Total Acquisition/Demolition.	Relative harm is considered equal between the two alternatives. The Section 4(f) use is the same under either alternative.
5PE4499	Commercial Building	Historical Site	1405 N. Santa Fe Avenue	Total Acquisition/Demolition.	Total Acquisition/Demolition.	Relative harm is considered equal between the two alternatives. The Section 4(f) use is the same under either alternative.
5PE4504	Commercial Building	Historical Site	1300 N. Santa Fe Avenue	Total Acquisition/Demolition.	Total Acquisition/Demolition.	Relative harm is considered equal between the two alternatives. The Section 4(f) use is the same under either alternative.
5PE4523	Commercial Building	Historical Site	125 Hector Garcia Place	Total Acquisition/Demolition.	Total Acquisition/Demolition.	Relative harm is considered equal between the two alternatives. The Section 4(f) use is the same under either alternative.
5PE4529	Hotel	Historical Site	115 E. 8th Street	Total Acquisition/Demolition.	Total Acquisition/Demolition.	Relative harm is considered equal between the two alternatives. The Section 4(f) use is the same under either alternative.
5PE4536	Residential Building	Historical Site	221-23 E. 4th Street	Total Acquisition/Demolition.	Total Acquisition/Demolition.	Relative harm is considered equal between the two alternatives. The Section 4(f) use is the same under either alternative.
5PE4545	Residential Building	Historical Site	212 and 212½ E. 3rd Street	Total Acquisition/Demolition.	Total Acquisition/Demolition.	Relative harm is considered equal between the two alternatives. The Section 4(f) use is the same under either alternative.
5PE4547	Residential Building	Historical Site	216 E. 3rd Street	Total Acquisition/Demolition.	Total Acquisition/Demolition.	Relative harm is considered equal between the two alternatives. The Section 4(f) use is the same under either alternative.

EXHIBIT 4-52

Summary of Section 4(f) Use Comparison by Alternative

Site Number	Property Description	Property Type	Property Name/ Address	Existing I-25 Alternative	Modified I-25 Alternative (Preferred Alternative)	Least Overall Harm Analysis
5PE4549	Residential Building	Historical Site	220 E. 3rd Street	Total Acquisition/Demolition.	Total Acquisition/Demolition.	Relative harm is considered equal between the two alternatives. The Section 4(f) use is the same under either alternative.
5PE4557	Residential Building	Historical Site	219 E. 2nd Street	Total Acquisition/Demolition.	Total Acquisition/Demolition.	Relative harm is considered equal between the two alternatives. The Section 4(f) use is the same under either alternative.
5PE4562	Residential Building	Historical Site	221 E. 2nd Street	Total Acquisition/Demolition.	Total Acquisition/Demolition.	Relative harm is considered equal between the two alternatives. The Section 4(f) use is the same under either alternative.
5PE4683	Commercial Building	Historical Site	440 S. Santa Fe Avenue	Total Acquisition/Demolition.	Total Acquisition/Demolition.	Relative harm is considered equal between the two alternatives. The Section 4(f) use is the same under either alternative.
5PE4710	Residential Building	Historical Site	516 Moffat Street	No Use.	Total Acquisition/Demolition.	Relative harm is greater for the Modified I-25 Alternative (Preferred Alternative).
5PE5042	Industrial Buildings	Historical Site	Newton Lumber Company	Partial Acquisition. The railroad spurs on the western edge of the property would become CDOT ROW and would be removed.	Partial Acquisition. The eastern portion of the parcel would be partially acquired. None of the buildings on the parcel would be directly impacted; however, a 200-foot segment of the railroad spur on the property will be directly impacted by the new I-25 alignment and both spur remnants would be removed.	Relative harm is considered equal between the two alternatives. The Section 4(f) use differs slightly, but neither alternative would impact structures and both result in a Section 106 adverse effect to the historic property.
5PE5050	Residential Building	Historical Site	736 Moffat Street	No Use.	Total Acquisition/Demolition.	Relative harm is greater for the Modified I-25 Alternative (Preferred Alternative).

EXHIBIT 4-52

Summary of Section 4(f) Use Comparison by Alternative

Site Number	Property Description	Property Type	Property Name/ Address	Existing I-25 Alternative	Modified I-25 Alternative (Preferred Alternative)	Least Overall Harm Analysis
5PE5090	Residential Building	Historical Site	104 Santa Fe Drive	Total Acquisition/Demolition.	Total Acquisition/Demolition.	Relative harm is considered equal between the two alternatives. The Section 4(f) use is the same under either alternative.
5PE5092	Residential Building	Historical Site	106 Santa Fe Drive	Total Acquisition/Demolition.	Total Acquisition/Demolition.	Relative harm is considered equal between the two alternatives. The Section 4(f) use is the same under either alternative.
5PE5093	Residential Building	Historical Site	108 Santa Fe Drive	Total Acquisition/Demolition.	Total Acquisition/Demolition.	Relative harm is considered equal between the two alternatives. The Section 4(f) use is the same under either alternative.
5PE5139	Railroad	Historical Site	Colorado and Wyoming Railroad	Relocation/Realignment of 6,160 feet of rail line, including direct impact to (removal of) the High Line Rail.	Relocation/Realignment of 6,885 feet of rail line. Avoids impact to the High Line Rail.	Relative harm is greater for the Existing I-25 Alternative. Both alternatives require realignment of more than 6,000 feet of rail line. However, the Modified I-25 Alternative (Preferred Alternative) avoids the High Line Rail, a unique and visible railroad feature (based primarily on factors i and ii).
5PE5290	Commercial Building	Historical Site	2520 N. Freeway	Total Acquisition/Demolition.	Total Acquisition/Demolition.	Relative harm is considered equal between the two alternatives. The Section 4(f) use is the same under either alternative.
5PE5291	Commercial Building	Historical Site	2516 N. Freeway	Total Acquisition/Demolition.	Total Acquisition/Demolition.	Relative harm is considered equal between the two alternatives. The direct use is the same under either alternative.
5PE5292	Hotel	Historical Site	2424 N. Freeway	Total Acquisition/Demolition.	Total Acquisition/Demolition.	Relative harm is considered equal between the two alternatives. The Section 4(f) use is the same under either alternative.

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Summary of Section 4(f) Use Comparison by Alternative

Site Number	Property Description	Property Type	Property Name/ Address	Existing I-25 Alternative	Modified I-25 Alternative (Preferred Alternative)	Least Overall Harm Analysis
5PE5293	Commercial Building	Historical Site	107 E. 24th Street	Total Acquisition/Demolition.	Total Acquisition/Demolition.	Relative harm is considered equal between the two alternatives. The Section 4(f) use is the same under either alternative.
5PE5294	Commercial Building	Historical Site	106 E. 24th Street	Total Acquisition/Demolition.	Total Acquisition/Demolition.	Relative harm is considered equal between the two alternatives. The Section 4(f) use is the same under either alternative.
5PE5295	Commercial Building	Historical Site	2200 N. Freeway	Total Acquisition/Demolition.	Total Acquisition/Demolition.	Relative harm is considered equal between the two alternatives. The Section 4(f) use is the same under either alternative.
5PE5304	Residential Building	Historical Site	217 E. 2nd Street	Total Acquisition/Demolition.	Total Acquisition/Demolition.	Relative harm is considered equal between the two alternatives. The Section 4(f) use is the same under either alternative.
5PE5517	Historic District	Historic District	North Side Historic District	Partial Acquisition. The only property that would be directly impacted is Mineral Palace Park (5PE586).	Partial Acquisition. The only property that would be directly impacted is Mineral Palace Park (5PE586).	Relative harm is considered equal between the two alternatives. The Section 4(f) use is the same under either alternative.
5PE5518	Historic District	Historic District	Second Ward Historic District	Total Acquisition/Demolition of seven contributing properties.	Total Acquisition/Demolition. Seven contributing properties.	Relative harm is considered equal between the two alternatives. The Section 4(f) use is the same under either alternative.
5PE5519	Historic District	Historic District	The Grove Historic District	No Use.	Total Acquisition/Demolition. One contributing property, one non-contributing property, and access revisions to others.	Relative harm is greater for the Modified I-25 Alternative (Preferred Alternative).

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Summary of Section 4(f) Use Comparison by Alternative

Site Number	Property Description	Property Type	Property Name/ Address	Existing I-25 Alternative	Modified I-25 Alternative (Preferred Alternative)	Least Overall Harm Analysis
5PE5523	Historic District	Historic District	Steelworks Suburbs Historic District	Total Acquisition/Demolition of 68 contributing properties. Partial Acquisition of 8 contributing properties.	Total Acquisition/Demolition. 56 contributing properties. Partial Acquisition of 13 contributing properties.	Relative harm is greater for the Existing I-25 Alternative (based primarily on factor ii). Under the Modified I-25 Alternative (Preferred Alternative), fewer contributing properties would be acquired and access and connectivity to the neighborhoods adjacent to the Santa Fe Extension would be restored.
5PE6937	Retaining Walls	Historical Site	Colorado Smelting Company Retaining Walls	Total Acquisition/Demolition. Approximately 1,500 feet of 5PE6937.1 would be incorporated into CDOT ROW.	Partial Acquisition. Approximately 970 feet of 5PE6937.1 would be incorporated into CDOT ROW.	Relative harm is greater for the Existing I-25 Alternative (based primarily on factor ii). Under the Modified I-25 Alternative (Preferred Alternative), less of the retaining wall would be acquired and some would remain intact.

Source: CH2M HILL, 2010a; 2010b.

¹ Impacts to three additional properties (5PE4498, 5PE4499, and 5PE4504) would result from mitigation proposed for Mineral Palace Park. Because these acquisitions are associated with park mitigation and do not result in transportation use as defined in Section 4(f) legislation, they are not addressed in this evaluation. Additional information about these properties can be found in the *Determination of Effects to Historic Properties: I-25 New Pueblo Freeway Improvement Project* (CH2M HILL, 2010a) and the Addendum to the report (CH2M HILL, 2010b).

CDOT = Colorado Department of Transportation
 FEIS = Final Environmental Impact Statement
 MOU = Memorandum of Understanding
 ROW = right-of-way

DEIS = Draft Environmental Impact Statement
 I-25 = Interstate 25
 NA = Not applicable

❖ **Steelworks Suburbs Historic District (5PE5523):**

Although both Build Alternatives would result in a Section 4(f) use of the historic district, relative harm is greater under the Existing I-25 Alternative (based primarily on Least Harm Analysis factor ii). Under the Modified I-25 Alternative (Preferred Alternative), fewer contributing properties would be directly impacted (69 versus 76 for the Existing I-25 Alternative).

A Section 4(f) use of the Evraz Rocky Mountain Steel Mills property (5PE5138) would occur under both Build Alternatives. All of the steel mill structures that would be removed under the Existing I-25 Alternative would also be removed under the Modified I-25 Alternative (Preferred Alternative). Although some additional structures would be removed from the steel mill under the Modified I-25 Alternative (Preferred Alternative), this alternative improves access to the neighborhood and restores connectivity between the neighborhoods adjacent to the Santa Fe Avenue Extension.

❖ **Grove Historic District (5PE5519):** Relative harm is greater under the Modified I-25 Alternative (Preferred Alternative) (based primarily on Least Harm Analysis factor ii), which would result in a Section 4(f) use of one contributing property, one non-contributing property, and access revisions to others. The Existing I-25 Alternative would avoid any Section 4(f) use of the Grove Historic District.

Under both Build Alternatives, Mineral Palace Park would be expanded and realigned to the south to 13th Street, resulting in the Section 4(f) use of 5PE4498, 5PE4499, and 5PE4504, which operate as commercial car lots. The use of these properties is necessary for the implementation of the mitigation proposed for impacts to Mineral Palace Park (discussed in Section 4.3.5). These properties could be avoided by expanding the park to the north or west, but expansion in either of these directions would not replace the land that was once part of the park or restore its original functions and would result in the use of other Section 4(f) properties. Unlike properties 5PE4498, 5PE4499, and 5PE4504, Mineral Palace Park has unique historic associations and is an integral part of the North Side Neighborhood. The park has two periods of significance, one for each of its two major development phases, and is a contributing element to the North Side Historic District. Mitigation for impacts to Mineral Palace Park was developed through extensive coordination with the SHPO, FHWA, CDOT, Section 106 consulting parties,

and the City of Pueblo. All of these agencies support the use of these historic properties for mitigation. These efforts are detailed in **Section 3.2** of the FEIS, **Historic Properties** and in **Chapter 6** of the FEIS, **Comments and Coordination**.

4.6.2 Factors V-VII

The remaining Least Harm Analysis factors that apply to this analysis are factors v through vii. A comparison of the degree to which each Build Alternative would meet the safety and local and regional mobility elements of the Purpose and Need (factor v) is summarized below and in **Chapter 2** of the FEIS, **Alternatives, Section 2.7.1**. Although both Build Alternatives satisfy the Purpose and Need for the project, the additional north-south routes provided by the Modified I-25 Alternative (Preferred Alternative) (for example, the Santa Fe Avenue Extension and Stanton Avenue Extension) address safety better by removing some local trips and points of conflict from the highway (an estimated 3 percent of local trips would be removed from the highway). These north-south routes would also improve local mobility and increase local capacity over the Existing I-25 Alternative. Santa Fe Avenue would be extended south of the Arkansas River to Minnequa Avenue. This extension would allow residents to use a local roadway to travel from neighborhoods in the south to the Downtown and North Side neighborhoods, rather than having to rely on I-25. The extension would also provide an additional local street crossing of the Arkansas River, reconnecting Santa Fe Avenue to Abriendo Avenue and restoring the local street network that was severed when I-25 was built.

The Modified I-25 Alternative (Preferred Alternative) would improve east-west local mobility over the Existing I-25 Alternative by providing a more direct connection to the highway at Abriendo Avenue.

Both Build Alternatives would restore some connectivity to neighborhoods that were previously divided by construction of the highway. However, the Modified I-25 Alternative (Preferred Alternative) would provide additional connectivity to the north and south with the extension of Stanton Avenue north and west to Santa Fe Avenue and south to Santa Fe Drive.

Residents of the Bessemer Neighborhood east of I-25 would be more connected to the rest of the neighborhood, as well as the community resources in the Grove and Downtown neighborhoods. Pedestrian bridges and trail connections included in both Build Alternatives would connect local neighborhoods with park and recreational resources. The pedestrian bridge at 19th Street (included in both Build Alternatives) would provide access to the Fountain Creek Park Land from Mineral Palace Park and its surrounding neighborhood. This would be an enhancement to the parkland since no formal access currently exists. The addition of the trail would also enhance Pueblo's trail system and provide an east-west linkage over I-25.

There is very little difference between the Existing I-25 Alternative and Modified I-25 Alternative (Preferred Alternative) in terms of impacts to resources not protected by Section 4(f) (Least Harm Analysis factor vi). Wetland impacts differ by less than 1 acre, with the Modified I-25 Alternative (Preferred Alternative) impacting 0.88 acre more wetlands than the Existing I-25 Alternative. Impacts to water resources within the Runyon/Fountain Lakes State Wildlife Area under the Modified I-25 Alternative (Preferred Alternative) would be greater because 18 new bridge piers would be placed in the property to support the bridges for I-25 and for the extension of Stanton Avenue. Both Build Alternatives would impact minimal amounts of wildlife habitat, including Arkansas darter and plains leopard frog habitat. The Modified I-25 Alternative (Preferred Alternative) would impact one additional hazardous material site than the Existing I-25 Alternative. The Modified I-25 Alternative (Preferred Alternative) would require slightly less impervious surface area (3 acres less than the Existing I-25 Alternative), which would result in a smaller increase in pollutant levels caused by runoff.

The Modified I-25 Alternative (Preferred Alternative) would require 24 additional acres of ROW to construct than the Existing I-25 Alternative and would result in 28 additional residential displacements and 7 additional business displacements. This reflects total ROW needed for the project and does not represent the ROW needed solely from Section 4(f) property. The higher number of residential displacements under the Modified I-25 Alternative (Preferred Alternative) is a result of the need to acquire

34 residences in the east Grove Neighborhood. However, the majority of Grove Neighborhood residents prefer the acquisition of all 34 homes because leaving only a few homes in the eastern half of the neighborhood would degrade and further isolate the neighborhood, worsening the impacts of the original I-25 construction.

The Modified I-25 Alternative (Preferred Alternative) would also require the acquisition of an additional block of homes east of I-25 between Taylor Avenue and Berwind Avenue to accommodate the reconstruction of the Mesa Avenue bridge over I-25. CDOT and the City of Pueblo have met with representatives from this community to discuss their concerns and identify appropriate mitigation. As discussed in Section 4.4.4, CDOT will continue to evaluate opportunities to minimize impacts to these properties throughout final design. All property acquisition and relocation would comply fully with federal and state requirements, including the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended (Uniform Act).

The cost of each alternative was also considered (Least Harm Analysis factor vii), but was found to be too similar between the two Build Alternatives to be a differentiating factor. The Existing I-25 Alternative would cost approximately \$710.1 million to construct, and the Modified I-25 Alternative (Preferred Alternative) would cost approximately \$760.6 million to construct.

The CDOT Project Team used an extensive public involvement approach during the development of each alternative, as discussed in **Chapter 6** of the FEIS, **Comments and Coordination**. The City Parks and Recreation Department has expressed support for the Modified I-25 Alternative in a letter dated July 13, 2010 (see **Appendix B** to the FEIS). Preference for the Modified I-25 Alternative (Preferred Alternative) is based on improved trail connections and facilitation of north-south movement in the corridor. Support for the Modified I-25 Alternative (Preferred Alternative) has also been provided by the Project Leadership Team (PLT). **Chapter 6** of the FEIS, **Comments and Coordination**, provides more information on the membership, roles and responsibilities, and contributions of the PLT.

4.6.3 Least Harm Analysis Conclusion

Based on the analysis of the seven Least Harm Analysis factors in 23 CFR 774.3, the Modified I-25 Alternative (Preferred Alternative) would cause the least overall harm to Section 4(f) resources. Under the Modified I-25 Alternative (Preferred Alternative), relative harm, with the proposed mitigation, is greater for four properties for which there is a Section 4(f) use (Runyon/Fountain Lakes State Wildlife Area, 5PE4710, 5PE5050, and 5PE5519). For all other properties, relative harm is considered equal or greater for the Existing I-25 Alternative (relative harm is greater for Benedict Park, 5PE1776, 5PE5139, 5PE5523, and 5PE6937). The Modified I-25 Alternative (Preferred Alternative) would also result in the total acquisition and demolition of 64 contributing properties as compared to 75 properties under the Existing I-25 Alternative. The Modified I-25 Alternative better meets the project's Purpose and Need and has been identified as the Preferred Alternative.

The Modified I-25 Alternative (Preferred Alternative) is identified as the alternative with the least overall harm to Section 4(f) properties per 23 CFR 774.3(c)(1) based primarily on the ability to mitigate adverse impacts, the relative severity of the remaining harm to the property after mitigation, the views of the officials with jurisdiction, and the degree to which the alternative meets the purpose and need for the project.

4.7 SECTION 4(f) FINDING

Based upon the analysis presented in this report, there is no feasible and prudent alternative to the use of land from 39 Section 4(f) properties, including 4 historic districts (78 contributing properties), 30 individual historic properties, and 5 park and recreational resources (see **Exhibit 4-52**). The Preferred Alternative includes all possible planning to minimize harm to these Section 4(f) properties and causes the least overall harm.

4.8 CONSULTATION AND COORDINATION

The development of the Section 4(f) Evaluation has involved input and guidance from a variety of governmental agencies and entities. These agencies and entities include:

- ❖ SHPO
- ❖ Colorado Preservation, Inc.
- ❖ National Trust for Historic Preservation
- ❖ Pueblo Historic Preservation Commission
- ❖ Pueblo Planning Office
- ❖ Bessemer Historical Society
- ❖ City of Pueblo Parks and Recreation Department
- ❖ Colorado Division of Wildlife
- ❖ U.S. Army Corps of Engineers

Meeting notes and letters documenting these coordination efforts are included in **Appendix B** to the FEIS. Mitigation for impacts to Mineral Palace Park have been stipulated in a March 2010 Memorandum of Understanding between the City and CDOT (see **Appendix F** to the FEIS).

Mitigation measures for impacts to historic properties have been outlined in a PA between CDOT, FHWA, and the SHPO (see **Appendix H** to the FEIS).

A draft Section 4(f) Evaluation prepared by CDOT and FHWA was published for agency and public review on November 4, 2011. No comments related to the draft Section 4(f) Evaluation were received from the public during the 45-day review period. FHWA also forwarded the evaluation to the U.S. Department of the Interior (DOI) for review in accordance with Section 4(f) requirements. While Section 6(f)(3) is statutorily different than Section 4(f), the DOI requested additional analysis to address the proposed conversion of properties protected under Section 6(f)(3) of the Land and Water Conservation Fund (LWCF) Act of 1965. The FHWA has addressed this comment in **Section 3.3** of the FEIS **Parks and Recreation**.